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**National Civil Service Reform League**

**Proceedings**

**Fifty-Seventh Annual Meeting**

**NEW YORK CITY**

**DECEMBER 15, 1939**

**National Civil Service Reform League**

**521 Fifth Avenue**

**New York City**

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**NATIONAL CIVIL SERVICE REFORM LEAGUE**



**National Civil Service Reform League**

**Proceedings**

**Fifty-Seventh Annual Meeting**

**NEW YORK CITY**

**DECEMBER 15, 1939**

**National Civil Service Reform League**

**521 Fifth Avenue**

**New York City**



10-11-1918  
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10-11-1918

"Entirely non-partisan; unceasingly active in the taxpayer's interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans' Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the National Civil Service Reform League shoulders a load that should be shared by all voters and taxpayers of every political faith."

—George W. Wickersham.





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# NATIONAL CIVIL SERVICE REFORM LEAGUE

**Organized 1881**

*The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan, George McAneny, and Robert L. Johnson.*

## OFFICERS

*President, SAMUEL H. ORDWAY, JR.*

### *Vice Presidents*

JAMES R. ANGELL	WILLIAM BROWNE HALE
CHARLES C. BURLINGHAM	A. LAWRENCE LOWELL
ROBERT CATHERWOOD	GEORGE MCANENY
HAROLD W. DODDS	CHARLES P. TAFT, 2ND
HOWARD R. GUILD	LEONARD D. WHITE

RUSSELL WHITMAN

NICHOLAS KELLEY, *Chairman of the Council*

OGDEN H. HAMMOND, *Treasurer*

H. ELIOT KAPLAN, *Secretary*

## MEMBERS OF THE COUNCIL

### ALABAMA

#### *Birmingham*

R. I. Ingalls  
James A. Simpson

### ARIZONA

#### *Prescott*

Thomas E. Campbell

### CALIFORNIA

#### *Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Emery E. Olson  
Frank M. Stewart  
Marshall Stimson

#### *Pasadena*

Ransom Carver

#### *San Diego*

Ralph F. Jenney

#### *San Francisco*

Chester H. Rowell

### COLORADO

#### *Boulder*

George Norlin

#### *Denver*

W. W. Grant

#### *Fort Collins*

Charles Lory

### CONNECTICUT

#### *Hartford*

Harlan S. Don Carlos  
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#### *New Haven*

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Charles G. Morris  
Mrs. Hannah D. Townshend  
G. Harold Welch

#### *New Milford*

Charles A. Beard

#### *Ridgefield*

Seth Low Pierrepont

#### *Waterbury*

Chase Kimball

### *Watertown*

Horace D. Taft

### DISTRICT OF COLUMBIA

#### *Washington*

John J. Barrett  
Henry P. Chandler  
John T. Doyle  
Charles W. Eliot  
Miss Harlean James  
Miss Gertrude M. McNally  
Newbold Noyes  
Henry Reining, Jr.  
Oliver C. Short  
Luther C. Steward  
Ellery C. Stowell

### GEORGIA

#### *Atlanta*

Miss Josephine Wilkins

### ILLINOIS

#### *Aurora*

Mrs. John T. Mason

#### *Chicago*

Henry W. Austin  
Ralph Budd  
Edwin H. Cassels  
E. O. Griffenhagen  
Elton Lower  
William B. Moulton  
Mrs. Murry Nelson

#### *Evanston*

A. R. Hatton

#### *Springfield*

Logan Hay

### KANSAS

#### *Emporia*

William Allen White

### KENTUCKY

#### *Lexington*

Harry Best  
James M. Martin

#### *Louisville*

Herbert Agar

### MAINE

#### *Brunswick*

Orren C. Hormell

**MARYLAND**

*Baltimore*

Walter H. Buck  
James M. Hepbron

**MASSACHUSETTS**

*Amherst*

Winthrop S. Dakin

*Boston*

Henry R. Atkinson  
Robert G. Dodge  
Charles P. Howard  
Charles Jackson  
William V. Kellen  
Phillips Ketcham  
Miss Marian C. Nichols  
Ernest N. Stevens  
Ellery Sedgwick

*Cambridge*

Morris B. Lambie  
Miss Mabel Lyman

*East Walpole*

Mrs. Charles Sumner Bird

**MICHIGAN**

*Ann Arbor*

George C. S. Benson  
James K. Pollock

*Detroit*

James Kennedy  
Lent D. Upson

*Grand Rapids*

Mrs. Siegel W. Judd

*Kalamazoo*

Arno R. Schorer

*Sault Ste. Marie*

George A. Osborn

**MINNESOTA**

*Minneapolis*

Harold L. Henderson  
Lloyd M. Short  
Miss Marguerite M. Wells

**MISSOURI**

*Kansas City*

H. C. Ressler

*St. Louis*

Samuel W. Fordyce

**NEW HAMPSHIRE**

*Hanover*

Herman Feldman

**NEW JERSEY**

*New Brunswick*

Robert Wood Johnson

*Newark*

Arthur T. Vanderbilt

*Nutley*

Mrs. Gilbert R. Livingston

*Trenton*

Charles P. Messick

**NEW YORK**

*Buffalo*

Joseph G. Dudley  
Evan Hollister  
William L. Marcy, Jr.

*Schenectady*

Dixon Ryan Fox

*New York City*

Alfred L. Aiken  
Roscoe C. E. Brown  
Charles Burlingham  
J. T. Bishop  
Joseph H. Choate  
John K. Clark  
Frank H. Davis  
Edgar Dawson  
Albert de Roode  
Peter Grimm  
Sidney P. Henshaw  
Mrs. A. Barton Hepburn  
Robert L. Johnson  
Nicholas Kelley  
Mark S. Matthews  
John Howard Melish  
Mrs. Samuel H. Ordway, Jr.  
Roy V. Peel  
Winston Paul  
Francis T. P. Plimpton  
Theodore Roosevelt  
Raymond Rubicam  
Morris Sayre  
Maurice R. Scharff  
Eustace Seligman  
Frank Parker Stockbridge  
Harold Phelps Stokes  
Robert Steinemann  
Herbert Bayard Swope  
Miss Dorothy Thompson  
Richard Welling  
Roger H. Williams

**NORTH CAROLINA**

*Chapel Hill*

Frank P. Graham

**OHIO**

*Cincinnati*

Cecil Gamble  
Murray Seasongood

*Cleveland*

Wendell A. Falsgraf  
Mayo Fesler  
James R. Garfield  
Mrs. Malcolm McBride  
Robert A. Weaver

PENNSYLVANIA

*Bryn Mawr*

Miss Gertrude Ely

*Philadelphia*

William C. Beyer  
W. Richardson Blair  
Joseph S. Clark  
Loring Dam  
Albert Smith Faught  
Shippen Lewis  
Eric McCouch  
W. W. Montgomery, Jr.  
Lewis H. Van Dusen  
Clinton Rogers Woodruff

*Pittsburgh*

Mrs. John O. Miller

*Reading*

Mrs. Isaac Hiester

*Wilkes-Barre*

Seward C. Simons

RHODE ISLAND

*Providence*

Thomas F. Black, Jr.  
Matthew C. Mitchell

TENNESSEE

*Chattanooga*

George Fort Milton

*Nashville*

James D. Stahlman

VIRGINIA

*Charlottesville*

Robert Kent Gooch

*Lynchburg*

Robert D. Meade

*Richmond*

Douglas S. Freeman

*Williamsburg*

John Stewart Bryan

WASHINGTON

*Spokane*

William H. Cowles

WISCONSIN

*Madison*

Lloyd K. Garrison  
John M. Gaus  
William Gorham Rice, Jr.

WYOMING

*Cheyenne*

William C. Deming



## **NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Annual Report of the Council**

**1939**

#### *Magnitude of the Personnel Problem*

With the great increase in the number of public employees and the enlargement of Federal, state and local government payrolls to unprecedented totals, the need for greater scrutiny of our public personnel policies has become imperative. In the Federal service alone, the peak of employment created by the World War civilian army has now been passed and the number of employees is now close to the million mark. The total public service of this country—national, state and local—now comprises well over 3,500,000 persons and the total annual payroll is in excess of five billion dollars.

In a period of six years the number of public employees in the United States has increased over 16 per cent and the total payroll by almost 25 per cent. In state and local governments the appropriations for personal services make up from 30 to 50 per cent of the annual budgets. Yet only 16 of the 48 states operate under a civil service law, while in some of these having civil service laws on paper the merit system takes on more of form than of substance.

Although about half of the huge army of public employees is still outside the merit system, progress has been made in the last year in reduction of patronage and progressive development of a better managed career service.

The extension of the competitive system of appointment, however, is only one phase of the personnel problem. Of even greater importance now is the development of methods of attracting to the public service the most highly qualified talent available, and development after selection of improved methods of placement, training, promotion and consideration of employee relations. A career service can-



not be made a reality without sound management of the personnel agency; neither can sound management be expected from any agency headed by the unqualified, unsympathetic or politically-minded, who permit the machinery of the merit system to be used for partisan benefit. Nor can we expect sound personnel management from undermanned, financially starved personnel agencies. It is difficult enough to cope with the urgent problems of personnel administration under the most favorable conditions. The public should not be satisfied with the mere adoption of a civil service law or establishment of any kind of "merit system." Vigorous and intelligent administration of a real merit system at all levels must be insisted upon if our public service is to be made efficient.

### *The Federal Service*

In the Federal service great gains are possible by forceful application of the Executive Order issued by President Roosevelt in June, 1938 (effective February 1, 1939). More than 45,000 positions in the executive branch of the government have been placed in the classified service, hereafter to be made subject to competitive examination. These had long been treated as patronage opportunities by one administration after another, both Republican and Democratic. Implementing this extension of the competitive system, the President established departmental personnel management divisions in the Federal departments and the larger independent agencies and created a new Advisory Council of Personnel Administration to encourage and coordinate the personnel programs and activities of these agencies in cooperation with the Civil Service Commission. This Council is already engaged in a thorough study of the personnel problems and the techniques of all the federal agencies with a view of working out and recommending improvements in personnel management, economies in personnel administration and, wherever practicable, uniform practice and procedure.

To these encouraging advances must be added the adop-

tion of the Hatch law seeking to prohibit improper political activities of federal employees, and the amendments to the Social Security Act requiring the states to operate under the merit system for those phases of state administration dealing with social security.

The appointment of William H. McReynolds, long experienced in Federal personnel affairs, as a liaison officer acting immediately under the direction of the President in all matters relating to the civil service, is an encouraging evidence of the growing appreciation of the vital importance of the personnel problem.

There is, however, also a disheartening side of the federal picture. About 300,000 positions scattered among new and old established agencies are still not subject to the civil service rules. Most of these agencies have considerable discretionary administrative authority and are often vested with regulatory and supervisory control over the affairs of business and industry, as well as over the private affairs and personal liberties of individuals. It is essential that personnel vested with such broad administrative powers should be highly qualified and trained non-political appointees, and that they should be impartial, objective and understanding in their dealings with the public. This result can hardly be expected if they are selected through political channels.

### *The Responsibility of the Congress*

The Congress can readily remedy this situation, which threatens to undermine our democratic system of government, by adoption of the Ramspeck bill which would authorize the President in his discretion to extend the competitive system to positions now exempt from the civil service rules and require the incumbents of the positions to pass qualifying examinations demonstrating their qualifications for their places. The Ramspeck bill, which will be before the Congress at the coming session, has been approved for passage by the House Civil Service Committee. It is the only practical plan for the extension of the classi-

fied service which has been endorsed by the platforms of both parties. It should have the approval of Republicans and Democrats alike. Its adoption will prove a boon to both major political parties in relieving them of the pressure of patronage claims which neither party can ever hope to satisfy. Failure of adoption of the Ramspeck bill early in the next session of the Congress will make the 300,000 unclassified positions a prize or a grab-bag for the professional politicians after the 1940 election.

### *Census Patronage*

We regret that the President did not see fit to recommend to the Census Bureau, as urged by the League that it ignore the permission given by Congress to appoint the temporary district supervisors, assistant supervisors and enumerators for the 1940 census without regard to the merit system and make such appointments throughout the country from existing civil service eligible lists. The selection from civil service registers of the temporary personnel in the District of Columbia, and the requirement that the estimated 150,000 persons to be engaged for work in the field qualify in noncompetitive tests will, it is hoped, offset to some degree the invitation to political recommendations given by Congress in exempting this huge temporary force from civil service requirements.

Of great constructive significance and importance is the creation of the President's Committee on Civil Service Improvement. For almost a year it has been studying the practicability of extending the competitive system to the more responsible executive and administrative positions in the government service, as well as studying methods of improving the calibre of personnel attracted to the government service.

Meriting particular consideration is the question of the practicability of extension of the civil service rules to the more than 3,000 positions of attorney which are now exempt. Because of the quasi-judicial functions now vested in so many of our government departments and bureaus,

it is more important than ever before that public legal counsel be not only able to match the experienced and talented private practitioners with whom they must combat, but also be independent of any political or factional bias. Popular fallacies, shared by a large proportion of administrators and by some members of the bar itself, have operated to keep attorney positions in a category apart from other professional positions in the public service. These fallacies include the theories that attorneys must share the political ideologies of their chief if the political policies of the administration are to be carried out; that the matters entrusted to an attorney by his department head are too confidential to be jeopardized by delegating them to an employe chosen by some outside personnel agency; and that the qualities to be sought for in a lawyer are such that they cannot be determined by the same methods as those used in testing the qualifications of other professional men, such as economists, scientists or physicians.

The experience of the Interstate Commerce Commission, where for the past twenty-five years attorneys have been voluntarily chosen after competitive examination although the positions are exempt by law, together with successful experiences elsewhere, goes far to prove the practicability of this method of selection. In many other federal departments and agencies attorneys' positions have been filled successfully by competitive test. We urge that the President's Committee on Civil Service Improvement, in cooperation with the leaders of the bar and with the Civil Service Commission, seek the development of effective means of selecting attorneys which will eliminate political and personal favoritism and attract highly equipped and talented lawyers to seek a useful and rewarding career in government service.

#### *The U. S. Civil Service Commission*

The Federal Civil Service Commission is carrying on its work with continued vigor and intelligent direction. It has

lost the valuable services of Samuel H. Ordway, Jr., who resigned last May after two years of active and distinguished service. The appointment of Arthur Flemming as his successor gives the Commission another progressive executive who is conversant with Federal administrative problems. The administrative staff of the Commission, headed by Lawson A. Moyer, its Executive Director, deserves special commendation for progressive service in carrying the increased load of work implicit in the modernization of practice and expansion authorized by Executive Orders.

Although given substantial additional funds to improve and expedite its current work, the Commission is still seriously handicapped by inadequate appropriations for the enlarged program ahead. It also faces a serious situation in the increasing demands placed upon it by reason of the preparedness program. Failure to provide the Commission with adequate funds will make it impossible for it to render prompt service, and will in turn tend to loss of confidence in the Commission as the central personnel agency. As a result, attempts may be made to exempt from the competitive service positions necessary for the preparedness program. The Commission must receive support if it is to function effectively in the interests of a sound merit system.

The establishment of departmental personnel divisions in charge of personnel experts selected under the merit system, as provided for by the new Executive Order, should aid the Civil Service Commission and markedly improve the administration of the personnel system.

#### *The Civil Service in the States*

In 1939 three states, Alabama, Minnesota and Rhode Island, adopted excellent civil service laws; and New Mexico adopted a law covering a portion of the state service. These laws were in large part based upon the draft of a state civil service law prepared by the National Civil Service Reform League, the National Municipal League and the Civil Service Assembly.

In Hawaii a civil service law was passed covering the Territorial service, the city and county of Honolulu, and three of the other four counties.

Two counties in Alabama and Florida and about thirty cities scattered throughout the country adopted civil service provisions. There are now more than 700 cities operating under the merit system.

Kansas and Rhode Island voted to submit to the people amendments incorporating the merit system in their constitutions.

In seventeen other states without civil service laws, state civil service bills were introduced in the 1939 legislative session. None of these was approved by the legislature except in Pennsylvania, where the Governor unfortunately vetoed a bill merging the three departmental civil service systems now in effect and permitting extension to other departments.

The Vermont legislature authorized creation of a special committee to study the state personnel situation and to draft a civil service measure for submission at the next session.

In Indiana a Merit System Council has been appointed to supervise the Indiana Bureau of Personnel, which will perfect plans for the extension of the merit system into the Welfare and Unemployment Compensation services.

Maladministration of the civil service system in Los Angeles, where it was disclosed, among other things, that appointments and promotions had been gained by purchase or by the use of political pressure, resulted in recall of the mayor and election of a new mayor who has reorganized the civil service commission to excellent effect.

In impeachment proceedings against two members of the Colorado Civil Service Commission, instituted by the predominantly Republican House of Representatives on the ground of malfeasance, the Commissioners were acquitted in the Democratic Senate by a party vote, in spite of unquestioned evidence substantiating specific charges and the review of testimony given before a former grand

jury in which the Commissioners had admitted their guilt of several of the irregularities of which they were accused.

Several attempts were made to interfere injudiciously with the operation of existing state civil service laws. In Maryland and Wisconsin these were averted; but in Arkansas and Michigan politically dominated legislatures succeeded in undoing the work of their more public-spirited predecessors. The civil service law which was enacted in Arkansas in 1937 with such promise, and administered with skill and devotion for eighteen months, against the odds of misunderstanding, political hostility and lack of funds, was repealed early in 1939. Upon the change of administration in Michigan, its civil service law, also enacted in 1937, was drastically amended and a third of the 20,000 positions in the state removed from its scope.

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The League must expand its staff if it is to render effective service in all these jurisdictions. The League is pleased to report the greatly increased interest and support its work and program are now receiving from leaders of business and industry and from leaders of the professions, particularly the legal profession, and the press. Special committees of nationally prominent lawyers and of business and industrial leaders have organized actively to aid the League to expand its activities and carry on its educational and advisory program on a much wider base. The membership of the League is larger than at any time since the World War, and represents every section of the country and practically every industry and profession. The spreading support of the League's program for modern personnel systems which will make democracy work, augurs well for the attainment of the objective of a real career service in government.

## **RESOLUTIONS**

### **Adopted at the 57th Annual Meeting of the National Civil Service Reform League**

#### *Post Office Appointments*

The League finds that there has been increasingly effective administration of the merit system in the Federal service, with the costly exception of postmastership positions and rural carrier positions in the Post Office Department.

Under the pretense of seeking information from the members of Congress as to the character and residence of eligibles, the Post Office Department actually receives from members of Congress, aided and abetted by the local political organizations, recommendations based on political activity, and appointments are made on the basis of such political recommendations.

In most communities, the citizen's one contact with civil service administration is with local post office appointments. The public is led falsely to believe that all civil service appointments are made with like disregard for the spirit of the merit system. The remedy lies with the President and Postmaster General. The League urges the President to require discontinuance of the practice of seeking and observing Congressional recommendations for post office appointment.

#### *The Civil Service Commission*

The U. S. Civil Service Commission faces a continuing arrearage in connection with its current examinations and operations. It faces unexpected additional demands by reason of the preparedness program. The Commission has requested a deficiency appropriation to enable it to bring its operation up to date and a substantial increase in its appropriation for the next fiscal year. The League finds that these requests are wholly justified by current needs, and urges the Congress to make adequate appropriation to permit the Commission effectively to fulfill its duty of service to other government agencies for national defense and administrative efficiency.

#### *Robert L. Johnson*

The National Civil Service Reform League expresses the deep gratitude of all friends of better civil service and more efficient government administration to its President, Robert L. Johnson, whose three and one half years of service to the League are drawing to a close. Mr. Johnson has earned the relief he now



asks from the concentrated and successful leadership he has given, day in and day out, to the effort of the League. But the League will suffer by his retirement. During these years, the nation has seen the greatest expansion and improvement of merit system administration in the entire history of the movement. His unfailing enthusiasm in leadership has implemented this progress. In the last three and one half years he has increased the membership of the League and its influence. From his own example of initiative, understanding and heartiness has flowed to us, his fellow workers, new courage and confidence in the future of civil service reform, which he has so well furthered for the effectuation of democratic government.

The League welcomes his continued cooperation, and adopts this resolution of appreciation and regard for Robert L. Johnson, and directs that a copy thereof be sent to Mr. Johnson and spread upon the minutes of this meeting.

## REPORT OF THE TREASURER

Henry R. Yanow  
*Certified Public Accountant*  
19 West 44th St.  
New York

January 24, 1940

National Civil Service Reform League,  
521 Fifth Avenue,  
New York City.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League for the year, January 1, 1939 to December 31, 1939, and append a summarized statement of the cash receipts and disbursements for this period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in the bank for the League's regular accounts was verified by means of a certificate from the Fifth Avenue Bank of New York. The cash on hand on December 31, 1939, was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Special Petty Cash Fund of your League has been decreased from \$200.00 to \$100.00 by a transfer of \$100.00 to the General Funds of the League.

There is also a Special Fund of \$400.00 which has been reserved. This amount was subscribed by officers of the League for use of the Committee on Business and Industry, and the Committee of Lawyers, to increase the membership of the League during the year 1940.

It should be noted that the appended statement of Cash Receipts and Disbursements indicates a Net Deficit of \$1,462.59. This matter has been taken up with your Executive Secretary, Mr. H. Eliot Kaplan, who has written me that he has refunded an amount of \$1,462.59 to the League. This is represented by a waiver of his salary of \$1,100.00 and a cash contribution of \$362.59. The League, therefore, will begin its operations on January 2, 1940 with no Deficit whatsoever.

Respectfully submitted,  
HENRY R. YANOW,  
*Certified Public Accountant.*

# NATIONAL CIVIL SERVICE REFORM LEAGUE

## SUMMARIZED STATEMENT OF CASH RECEIPTS & DISBURSEMENTS FOR THE YEAR ENDING DECEMBER 31, 1939.

<i>Balance—January 1, 1939—Over-</i>		
<i>draft</i> .....		\$ 220.94
(Cash in Bank)		
<i>Receipts</i>		
Subscriptions and Membership		
dues .....	\$14,985.50	
Good Government Subscrip-		
tions .....	45.30	
Sale of Pamphlets .....	66.50	
	<hr/>	\$15,097.30
<i>Disbursements</i>		
Salaries .....	\$11,000.04	
Rent .....	1,395.00	
Printing & Stationery .....	1,180.68	
Traveling Expenses .....	334.66	
Postage .....	649.08	
Office & General Expense ....	459.32	
Clippings .....	389.86	
Good Government Expense ...	857.91	
Telephone .....	272.40	
	<hr/>	\$16,538.95
<i>Deficit for the Year 1939</i> .....		\$1,441.65
<i>Balance—Overdraft—Fifth Avenue Bank of New York</i>		1,662.59
<i>Transfer from Special Petty Cash Fund</i> .....		100.00
		<hr/>
<i>Net Overdraft—Fifth Avenue Bank of New York—De-</i>		
<i>cember 31, 1939</i> .....		\$1,562.59
		<hr/>
TOTAL FUNDS		
<i>Overdraft—General Funds—as above</i> .....		\$1,562.59
<i>Special Petty Cash Fund</i>		
(Cash in Fifth Avenue Bank of New York and on		
hand) .....		100.00
		<hr/>
<i>Net Deficit</i> .....		\$1,462.59
		<hr/>

**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

**ARTICLE V.**

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives

present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### BY-LAWS

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

(1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.

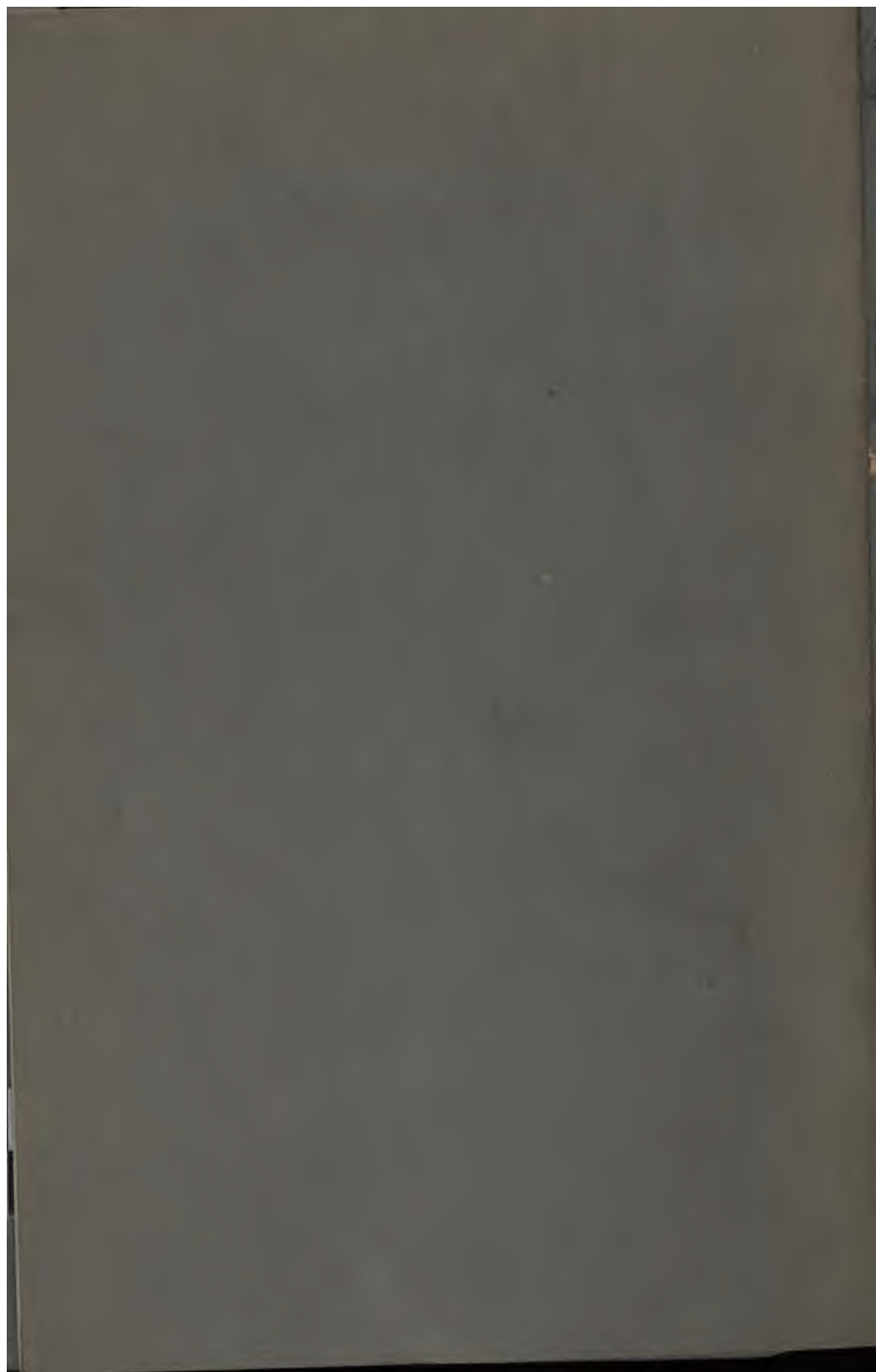












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**National Civil Service Reform League**

**Proceedings**

**Fifty-Sixth Annual Meeting**

**WASHINGTON, D. C.**

**NOVEMBER 3, 1938**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City**





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—GEORGE W. WICKERSHAM.



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# NATIONAL CIVIL SERVICE REFORM LEAGUE

**Organized 1881**

*The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan and George McAneny.*

## OFFICERS

*President, ROBERT L. JOHNSON*

### *Vice Presidents*

JAMES R. ANGELL	WILLIAM BROWNE HALE
CHARLES C. BURLINGHAM	A. LAWRENCE LOWELL
ROBERT CATHERWOOD	GEORGE McANENY
HAROLD W. DODDS	CHARLES P. TAFT, 2ND
HOWARD R. GUILD	RUSSELL WHITMAN

*NICHOLAS KELLEY, Chairman of the Council*

*OGDEN H. HAMMOND, Treasurer*

*H. ELIOT KAPLAN, Secretary*

## MEMBERS OF THE COUNCIL

### ALABAMA

#### *Birmingham*

R. I. Ingalls  
James A. Simpson

### CALIFORNIA

#### *Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Frank M. Stewart  
Marshall Stimson

#### *Pasadena*

Ransom Carver

#### *San Diego*

Ralph E. Jenney

#### *San Francisco*

Chester H. Rowell

### COLORADO

#### *Boulder*

George Norlin

#### *Denver*

W. W. Grant  
Irving P. Johnson

#### *Fort Collins*

Charles Lory

### CONNECTICUT

#### *Hartford*

Harry W. Marsh

#### *New Haven*

Robert C. Deming  
Charles G. Morris  
Mrs. Hannah D. Townshend  
G. Harold Welch

#### *New Milford*

Charles A. Beard

#### *Ridgefield*

Seth Low Pierrepont

#### *Waterbury*

Chase Kimball

### *Watertown*

Horace D. Taft

### DISTRICT OF COLUMBIA

#### *Washington*

John J. Barrett  
John T. Doyle  
Charles W. Eliot  
Arthur S. Flemming  
Miss Harlean James  
Miss Gertrude M. McNally  
Newbold Noyes  
Henry Reining, Jr.  
Oliver C. Short  
Luther C. Steward  
Ellery C. Stowell

### ILLINOIS

#### *Aurora*

Mrs. John T. Mason

#### *Chicago*

Miss Grace Abbott  
Henry W. Austin  
Ralph Budd  
Edwin H. Cassels  
Henry P. Chandler  
E. O. Griffenhagen  
Elton Lower  
William B. Moulton  
Mrs. Murry Nelson  
Leonard D. White

#### *Evanston*

A. R. Hatton

#### *Springfield*

Logan Hay

### KANSAS

#### *Emporia*

William Allen White

### GEORGIA

#### *Atlanta*

Miss Josephine Wilkins

**KENTUCKY**

*Frankfort*  
James M. Martin  
*Lexington*  
Harry Best

**MAINE**

*Brunswick*  
Orren C. Hormell

**MARYLAND**

*Baltimore*  
Walter H. Buck

**MASSACHUSETTS**

*Amherst*  
Winthrop S. Dakin  
*Boston*  
Henry R. Atkinson  
Charles Jackson  
William V. Kellen  
Phillips Ketcham  
Miss Marian C. Nichols  
Ernest N. Stevens  
Ellery Sedgwick  
Charles M. Storey  
William W. Vaughan  
*Cambridge*  
Morris B. Lambie  
Miss Mabel Lyman  
*East Walpole*  
Mrs. Charles Sumner Bird

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George C. S. Benson  
James K. Pollock  
*Detroit*  
Lent D. Upson  
*Kalamazoo*  
Arno R. Schorer  
*Sault Ste. Marie*  
George A. Osborn

**MINNESOTA**

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William Anderson  
Lloyd M. Short  
Miss Marguerite M. Wells

**MISSOURI**

*Kansas City*  
H. C. Ressler  
*St. Louis*  
Samuel W. Fordyce

**NEW HAMPSHIRE**

*Hanover*  
Harold R. Bruce  
Herman Feldman

**NEW JERSEY**

*East Orange*  
Norman H. Barron  
*Newark*  
Arthur T. Vanderbilt  
*New Brunswick*  
Robert Wood Johnson  
*Nutley*  
Mrs. Gilbert R. Livingston  
*Trenton*  
Charles P. Messick

**NEW YORK**

*Buffalo*  
Joseph G. Dudley  
Evan Hollister  
William L. Marcy, Jr.  
*Schenectady*  
Dixon Ryan Fox  
*New York City*  
Alfred L. Aiken  
Roscoe C. E. Brown  
Charles Burlingham  
J. T. Bishop  
Joseph H. Choate  
John K. Clark  
Frank H. Davis  
Edgar Dawson  
Albert de Roode  
Peter Grimm



Sidney P. Henshaw  
Mrs. A. Barton Hepburn  
Nicholas Kelley  
John Howard Melish  
Mrs. Samuel H. Ordway, Jr.  
Roy V. Peel  
Winston Paul  
Francis T. P. Plimpton  
Theodore Roosevelt  
Raymond Rubicam  
Morris Sayre  
Maurice R. Scharff  
Eustace Seligman  
Frank Parker Stockbridge  
Harold Phelps Stokes  
Robert Steinemann  
Herbert Bayard Swope  
Miss Dorothy Thompson  
Richard Welling  
Roger H. Williams

NORTH CAROLINA

*Chapel Hill*

Frank P. Graham

OHIO

*Cincinnati*

Cecil Gamble  
Murray Seangood

*Cleveland*

Mayo Fesler  
James R. Garfield  
Mrs. Malcolm McBride  
Robert A. Weaver

PENNSYLVANIA

*Bryn Mawr*

Miss Gertrude Ely

*Philadelphia*

William C. Beyer  
W. Richardson Blair, Jr.  
Joseph S. Clark  
Loring Dam  
Albert Smith Faught  
Clarence L. Harper

Eric McCouch  
W. W. Montgomery, Jr.  
G. Ruhland Rebmann, Jr.  
Lewis H. Van Dusen  
Clinton Rogers Woodruff

*Pittsburgh*

Mrs. John O. Miller

*Reading*

Mrs. Isaac Hiester

*Wilkes-Barre*

Seward C. Simons

*York*

Henry C. Niles

TENNESSEE

*Chattanooga*

George Fort Milton

*Nashville*

James D. Stahlman

VIRGINIA

*Charlottesville*

Robert Kent Gooch

*Lynchburg*

Robert D. Meade

*Richmond*

Douglas S. Freeman

*Williamsburg*

John Stewart Bryan

WASHINGTON

*Spokane*

William H. Cowles

WISCONSIN

*Madison*

Lloyd K. Garrison  
John M. Gaus  
William Gorham Rice, Jr.

WYOMING

*Cheyenne*

William C. Deming



## **NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Annual Report of the Council**

**1938**

#### *The President's Executive Orders*

The recommendations persistently urged upon the President and the Congress by the National Civil Service Reform League and the Civil Service Commission for extension of the merit system in the federal civil service are at last beginning to result in a considerable measure of success. The new executive orders issued by President Roosevelt on June 24, 1938, when carried out, will prove to be one of the great advances in the extension and improvement of the federal civil service.

In issuing these orders, which extend the competitive system of personnel selection upward, outward and downward, to take in potentially over 100,000 positions heretofore excepted from the civil service rules, the President has gone about as far in that direction as existing law authorizes. Besides vast extension, the new orders permit urgent and important improvements in the administration of the personnel system of the government and will help toward the ultimate realization of a career service. They permit a more comprehensive merit system in the federal service than has been possible heretofore.

If these orders are to be carried out effectively, however, and all their potentialities are fully to be realized, the U. S. Civil Service Commission must have greatly increased funds—at least double the present appropriations. Without adequate means available to the Commission, it cannot possibly add to the functions performed by its already undermanned and overworked loyal staff. Such additional expenditures, however, will bring results so valuable as to more than offset the extra cost involved.

They will prove in the end to be real economy, for experience has shown the tremendous savings that result from elimination of patronage and attraction of better personnel in government.

The orders require the Civil Service Commission to determine the practicability of competitive tests for all the positions in the old established departments that have for many years been included in the unclassified service, as well as many of the newer independent agencies. They do not apply, however, to positions expressly excepted by acts of Congress. These positions, numbering over 200,000 and mostly in the newly created agencies, are beyond presidential authority, and can be included in the competitive system only by act of Congress.

The new orders have been criticized in some quarters as an attempt to cover the present incumbents into the competitive service without competition. They do not automatically cover in all present incumbents, as has invariably been the case in the past history of extensions by presidential order. On the contrary, competitive status is withheld until incumbents shall have qualified for their positions by examination. In this respect the President's order is a distinct advance over former presidential extensions. As vacancies occur in the future they must be filled after competitive tests. Experience with presidential orders providing for blanketing in incumbents of positions has shown that although this is not the ideal method of extending the classified service, it is through such orders that most extensions of the merit system have been made during the past fifty years.

Indications at this time are that real and substantial extensions and improvement of the merit system can be hoped for if the public will insist that both the spirit and the letter of the new executive orders be carried out. On the President's support of the Commission, whose task will be great and responsibility heavy, and the willing-

ness of the Congress to make sufficient funds available, will depend in large measure the success of the new personnel program.

Encouraged as we are by the President's action, we wish we had reason to expect and hope for further extension of the merit system to the 200,000 positions now excepted by acts of Congress and not reachable by the President's Executive Orders. The Congress, although less disposed to wholesale exemptions during the last session than in the earlier three years, still appears reluctant to give up the patronage hold it now has on most of the new agencies.

A study of the classification of positions in the various departments officially reported as of June 30, 1938, shows that the Civil Service Commission's office, the Employees Compensation Commission and the Interstate Commerce Commission have the lowest percentage of exceptions from the civil service rules. The Federal Housing Administration, the Works Progress Administration, the Reconstruction Finance Corporation, the Home Owners Loan Corporation and the Tennessee Valley Authority are among the larger agencies whose staffs are wholly in the unclassified service. The percentage of classified positions in some of the fifty independent establishments is as follows:

	TOTAL	CLAS- SIFIED	UNCLAS- SIFIED	% CLAS- SIFIED
Civil Service Commission .....	1206	1190	16	98.6
Employees Compensation Commission	439	433	6	98.6
Federal Communications Commission	623	585	38	93.9
Public Works Administration .....	4183		4183	0
Federal Housing Administration .....	4101		4101	0
Federal Trade Commission .....	586	303	283	51.7
Home Owners Loan Corporation ....	13077		13077	0
Interstate Commerce Commission ....	2430	2400	31	98.8
Maritime Commission .....	1143	1036	107	90.6
National Labor Relations Board .....	713	358	355	50.2
Railroad Retirement Board .....	1200	1166	34	97.9
Reconstruction Finance Corporation ..	3277		3277	0
Securities & Exchange Commission ..	1214	705	509	58.

	TOTAL	CLAS- SIFIED	UNCLAS- SIFIED	% CLAS- SIFIED
Social Security Board .....	10335	10163	172	98.3
Tennessee Valley Authority .....	12847		12847	0
Works Progress Administration .....	25815		25815	0

Legislation providing for the extension of the competitive field to positions in agencies now specifically excepted from the civil service act will undoubtedly come up for consideration in the next session of the Congress. It will probably take the form of either (1) authorization to the President to place in the classified service all positions or agencies now excepted by special statute, or (2) direct transfer of all excepted positions to the classified service with authorization to the President to make special exceptions for policy-determining positions. We believe the latter method would be a more desirable means of extending the competitive system of selection to the more than 200,000 positions not covered by the new Executive Orders of June 24, 1938. It would require direct and immediate inclusion in the classified service, would centralize responsibility for exceptions in the hands of the Executive, and make permanent the extensions authorized under the new Presidential Executive Orders. Such grants of legislative authority to the President, long advocated by the League, were not seriously opposed in the proposal which came before the Congress for consideration in 1937. We hope that the Congress at the coming session will yet redeem itself by adopting legislation to extend the classified service. Such action is long overdue.

#### *Distrust of Government Regulation*

Much of the distrust of the greatly expanding administrative agencies regulating and controlling our individual rights, privileges and possessions, is undoubtedly due to the suspicion that influenced by the spoils system, such agencies are subject to political bias and partisan prejudice.

A timely example of this is furnished in the case of the

National Labor Relations Act. All of the attorneys, examiners and experts employed by the National Labor Relations Board—constituting half of the Board's staff—have been appointed without regard to the civil service rules. Just how much political partisanship and bias results from this condition is not fully known. The business organizations of the country and the labor organizations, as well, must realize that the absence of the merit system in the selection of these attorneys, examiners and experts will prove fatal to impartial administration.

Nor is the NLRB the only agency suffering from such serious handicap. We need but recall to public attention the patronage scandals besetting the Bituminous Coal Commission; the ugly experiences that handicapped the Home Owners' Loan Corporation in its earlier years; the disconcerting rumors currently plaguing the Federal Communications Commission; and the political exploitation of some of the other patronage ridden agencies.

Fear of government intervention will be much accentuated unless these agencies are staffed by trained, competent and impartial persons selected after competitive tests under the civil service act. If we are to place greater administrative discretion in our government agencies, and invest them with greater authority to make rules and regulations to carry out our basic laws, we must insist that with such responsibility must go rigid application of the merit principle in the selection of our civil servants. Not only is this necessary to safeguard impartiality of administration, but it is the only tried means of assuring the appointment of well-trained, competent administrative leaders and subordinates in a democracy. Without it democracy can never function effectively.

Chief Justice Hughes in delivering the opinion of the Supreme Court of the United States in *St. Joseph Stock Yards Co. v. United States*, 298 U. S. 28, 80 L. Ed. 1033, said:

The fixing of rates is a legislative act. \* \* \*

Exercising its rate-making authority, the legislature has a broad discretion. It may exercise that authority directly, or through the agency it creates or appoints to act for that purpose in accordance with appropriate standards. \* \* \*

Legislative agencies, with varying qualifications, work in a field peculiarly exposed to political demands. Some may be expert and impartial, others subservient. It is not difficult for them to observe the requirements of law in giving a hearing and receiving evidence. But to say that their findings of fact may be made conclusive where constitutional rights of liberty and property are involved, although the evidence clearly establishes that the findings are wrong and constitutional rights have been invaded, is to place those rights at the mercy of administrative officials and seriously to impair the security inherent in our judicial safeguards. That prospect, without multiplication of administrative agencies, is not one to be lightly regarded.

After calling attention to the foregoing opinion Prof. John Volney Masters, of the University of Alabama School of Law, commented in the October 1938 number of the Journal of the American Bar Association (vol. 24, page 837), in regard to administrative boards:

In our country practically all of these boards are usable and used by the political party in power to promote its interests and perpetuate its power. No argument or marshalling of facts is necessary to show that to be true of the Labor Relations Board, the Federal Trade Commission, the Securities and Exchange Commission, the Works Progress Administration, the T. V. A. and so forth. The British are quaking at the despotism of bureaucracy, which is rampant there, but they are practically free from any political hazard in it all. If we do not succeed soon in divorcing our administrative set-up from politics by putting it all under the civil service, liberty in this country is doomed.

and

Another serious obstacle to creditable work on the part of these bureaus and commissions is a total lack of training for their duties. Administrative action is supposed to connote and to insure expert handling. But here we have boards and commissions handling the weighty matters of



life, liberty and property, without ever having had any training for such work. The British have had the men handling such work on the civil list for years and years, which means that they had some training before embarking upon the job and that their tenure is secure. Here we apportion such jobs, without any regard to training or experience, about half to politicians, and half to school-boys, with a woman, of no special aptitude, sandwiched in once in a while, for the effect it will have upon the folks back home. And, always, with the assurance that they may be permitted to keep the jobs, so long as they "play ball" with the appointing power. This uncertainty of tenure is enough of itself, without regard to lack of training, to render the work of such boards uncertain, unstable, incoherent and unpredictable. Without the training, which almost never exists in the beginning and which can never be attained under such uncertain tenure, it is clearly a positive menace to life, property and progress.

The National Civil Service Reform League believes that the just and impartial operation of administrative boards and commissions may best be secured by the rigid application of the merit principle in the selection of the personnel of such boards and their employees.

### *Political Activity of Office-Holders*

With the tremendous growth in the number of civil service employes throughout the nation—now totaling over 3,250,000—and particularly the exemptions from the civil service rules of almost 40% of the federal service, the problem of curbing the political activities of this huge army of the civil service has become acute. The federal civil service rules prohibiting undue political activity of persons in the classified service have never been effectively enforced. The law prohibiting assessment of public employes for political organizations is ineffective in discouraging political tribute. Our political party conventions in parts of the nation are still influenced greatly, if not actually dominated, by civil service employes. It is a

sad spectacle to see public employes enmeshed in political primary fights at the expense of other citizens and taxpayers. The only effective way to put an end to this disgusting business is to (1) prohibit any employe in the public service from contributing to any political party or campaign fund; (2) prohibit any civil service employe, other than the relatively small number engaged in positions having to do with the formulation or immediate direction of the political policies of the administration in power, from taking part in any political activity. These two prohibitions already exist in some of the state civil service laws, and when enforced, have put an end to the evil.

There are those who would seek to deprive civil service employes of the right to vote. With this proposal we have no sympathy. Nor would it be within our constitutional principles. There is, however, no constitutional inhibition against restriction of political activity or political contributions on the part of civil service employes. Public employes should have the right to vote as they see fit and to express privately their political views. They should not take any active part in political management or political campaigns for precisely the same reasons that an army officer or a policeman is generally barred from taking such part. If we are to maintain our democratic election system in this country, we must see to it that our public employes are freed from the obligation to support political party war chests or to participate actively in political primary fights or elections.

#### *Postmasters*

The new law adopted at the last session of the Congress placing postmasters in the classified civil service is a step in the right direction. Present incumbents are required to pass a qualifying test in order to continue in the service after expiration of their present terms. Vacancies thereafter must be filled after competitive examinations pur-

suant to the civil service act, although such appointments must still be confirmed by the Senate. Postmasters will now serve without term instead of for only four years as heretofore.

The new law changes the method of appointment of postmasters of the first, second and third classes heretofore prescribed by Executive Order of the President. Such appointments were not made pursuant to the civil service act. The provision of the existing presidential executive order requiring the selection of the person standing highest on the eligible list for postmaster continues in force. Undoubtedly attempts will be made to persuade the President to rescind the executive order so as to get rid of this provision. Such rescission would inevitably throw postmasterships right back into the political arena and nullify most of the gains now made possible by the new legislation. We hope that the President will not permit further exploitation of the postal service which would inevitably follow such rescission of his entire executive order.

The League would welcome the extension of the civil service rules to clerks at third class postoffices, who are now excluded from the classified civil service as personal employes of the postmasters.

#### *Deputy Collectors of Internal Revenue*

In 1913 the Congress by a rider to the Urgent Deficiency Appropriation Bill, transferred to the unclassified service all the positions of deputy collectors of internal revenue theretofore filled after competitive tests. The competitive clerical assistance has not kept pace even remotely with the increase in the politically appointed deputies, as might normally have been expected. Since 1913 the number of politically appointed deputy collectors has gradually risen, while the number of competitive clerkships in the same offices has gradually fallen almost proportionately. In recent years the increase in the number of exempt deputy collectorships and the decrease in the

number of competitive clerkships in these offices has been startling. During the fiscal year 1937, for example, the number of deputies rose from 4,614 to 7,919—an increase of over 70 per cent. The number of clerkships decreased from 807 to 795, or 1.5 per cent.

The inference seems plain enough that the disproportionate increase in the number of deputy collectorships must be due to the fact that many appointments to what would otherwise be clerical positions have been made under a more glorified title of “deputy collector” to avoid the competitive selection required for clerkships. In any event, these positions, by whatever name they may be called, are routine administrative positions having nothing whatever to do with determination of policy. For obvious reasons these positions, which permit their incumbents to have access to many of the confidential financial records of private business and individuals, should be made strictly non-political. Indeed, the whole internal revenue service, which is (or rather should be) an administrative business agency of the government, should be under the merit system from top to bottom, starting with the commissioner of internal revenue. The Treasury Department would welcome such a change. The Civil Service Commission has recommended it for years. The League has long pointed out the abuses in the service and the savings that could be effected and the safeguard it would provide against political chicanery. Patronage-hungry Congressmen have turned stone deaf to these persistent and urgent pleas.

#### *Civil Service Commission*

Commissioner Leonard D. White, who gave loyal and effective service on the Civil Service Commission for over three years, resigned from the Commission last year. Samuel H. Ordway, Jr., of New York was appointed in September, 1937, to succeed him as the Republican member of the Commission. Harry B. Mitchell of Montana and

Lucille F. McMillin of Tennessee, the two Democratic members of the Commission, have been serving with fidelity and efficiency since early 1933. Commissioner Ordway brings to the Commission good experience in public personnel administration, an inexhaustible energy and a real devotion to the merit principle. He has already proved to be a valuable addition to the Commission.

Notwithstanding the many handicaps under which the Commission has had to function, not the least of which is an utterly inadequate budget, it has done its work well. It has become more aggressive in attempting to improve the administration of the law and solve many of the difficult problems of personnel management. It is more progressive and is following a more constructive program. It is increasingly conscious of its responsibility to make available to operating departments of government the best talent that can be attracted to the government service. With a more adequate budget there is real hope for the establishment of a sound personnel program in the federal service. To such program the Commission is pledged.

#### *The Civil Service in the States*

Although no new states were added to the civil service column during the past year, foundations have been laid which may result in real progress in the near future. State civil service bills have been drafted for introduction in forthcoming legislative sessions in Alabama, Minnesota and Pennsylvania. In New Hampshire, where a bill was defeated last year, enactment of a civil service law is pledged in the Republican party platform. The Democratic platform in Connecticut pledges submission of a civil service constitutional amendment. In Arkansas an attempt by the special session of the legislature to nullify the civil service law by depriving the civil service commission of its appropriation was defeated. Three legislative commissions are investigating public employment in Massachusetts and their recommendations may bring far-

reaching and salutary changes in the state's personnel administration. Several investigations of the assessment of Ohio state employes for the incumbent governor's campaign fund focused attention throughout the state on the necessity for stricter enforcement of the Ohio civil service law and undoubtedly contributed to the failure of the governor's campaign for nomination for re-election in November.

In Ohio, Missouri and Minnesota a dozen civic and professional organizations have joined to form "Civil Service Councils" which will seek to strengthen the merit system throughout these states.

Eleven cities and one county in New Jersey adopted the provisions of the civil service law by popular vote at the last election. An equal number of municipalities will vote this year.

Ill-advised efforts to tamper with the civil service clause of the State Constitution, and to extend the present preferences granted war veterans in civil service appointments and promotions, were defeated in the recent New York Constitutional Convention.

Movements for enactment of state civil service laws in Delaware and Virginia have been started.

On the other side of the ledger, a number of temporary setbacks for the merit system must be recorded. An initiative measure providing for a state civil service law, poorly conceived and opposed by some friends of the merit system as too inadequate, was defeated in North Dakota. A civil service bill with strong executive backing was passed by one house of the Georgia legislature, only to be pigeonholed by the other house. Although two civil service bills were introduced in Rhode Island, party disagreements resulted in the abandonment of both. A promising movement for adoption of a civil service law by initiative petition in Washington failed through inability of the various groups interested to compromise on their differences and to concentrate on one measure.

The new Michigan and Connecticut civil service laws promise a new era in personnel administration for these states. With sympathetic and intelligent leadership, the administrative and technical work is under able direction, with well equipped, competent staffs. Both Governors have given their active support, helped prevent political interference, and defended the system against unjust criticism and attacks. Unfortunately, the appropriation for administration of the Connecticut law is so inadequate as to cripple it severely.

Widespread public appreciation of the practical value of the merit system in the administration of governmental affairs is manifested in all directions. The American Bar Association, at its annual meeting in Cleveland last summer, urged the extension of the merit system to all administrative positions in the federal, state and local governments, excepting only policy-determining positions.

Similarly the U. S. Chamber of Commerce, the National League of Women Voters, the U. S. Junior Chamber of Commerce, the Daughters of the American Revolution and the American Federation of Labor, among other prominent organizations, have again brought to public attention the need for further extension and improvement of the merit system as the only means of assuring competence and economy in government administration.

All these public pronouncements are of great value in focusing public attention on the problem. Success, however, cannot come merely through good resolutions or wishful thinking. The merit system is not self-executing. It can be brought about only through intensive public education in the need and value of the merit system, by a militant attitude on the part of the public, and a persistent demand that it be made immediately effective. Neither will the mere adoption of a civil service law, however well-conceived, assure a real merit system. Sympathetic

and intelligent administration and strong public support of the administrators are necessary to bring sound results. Towards the realization of the goal of a real career service the League, seeking active public support and co-operation of civic and business organizations throughout the country, will continue its efforts.



## **REPORT OF THE TREASURER**

**Henry R. Yanow**  
*Certified Public Accountant*  
24 West 40th St.  
New York

February 3, 1938

**National Civil Service Reform League,  
521 Fifth Avenue,  
New York City**

**Dear Sirs:**

I have made an examination of the cash records of the National Civil Service Reform League for the year, January 1, 1937 to December 31, 1937, and append a summarized statement of the cash receipts and disbursements for this period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in the bank for the League's regular account was verified by means of a certificate from the Fifth Avenue Bank of New York. The cash on hand on December 31, 1937, was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Special Petty Cash Fund of your League has been decreased from \$500.00 to \$300.00 by a transfer of \$200.00 to the General Funds of the League.

Respectfully submitted,

**HENRY R. YANOW,**  
*Certified Public Accountant.*

# NATIONAL CIVIL SERVICE REFORM LEAGUE

## SUMMARIZED STATEMENT OF CASH RECEIPTS & DISBURSEMENTS FOR THE YEAR ENDING DECEMBER 31, 1937.

Balance—January 1, 1937 .....	\$ 1,222.71
(Cash in Bank)	

### Receipts

Subscriptions .....	\$26,040.50	
Membership Dues .....	705.00	
Subscription—N. Y.—C. S. R. A. ....	250.00	
Good Government Subscriptions .....	37.25	
Sale of Pamphlets .....	160.11	
		\$27,192.86
		\$28,415.57

### Disbursements

Salaries .....	\$13,681.04	
Expenses—Membership Division .....	3,233.06	
Rent .....	2,100.00	
Printing & Stationery .....	2,254.84	
Traveling Expenses .....	1,083.47	
Postage .....	1,355.57	
Office Equipment & Furniture .....	135.83	
Office & General Expense .....	1,059.26	
Clippings .....	327.96	
Good Government Expense .....	981.07	
Annual Meeting Expense .....	544.94	
Telephone .....	505.92	
		27,262.96

Balance .....	\$1,152.61
Transfer from Special Petty Cash Fund .....	200.00

Balance—Fifth Ave. Bank of New York—December 31, 1937 .....	\$1,352.61
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### TOTAL FUNDS

General Funds—as above .....	\$1,352.61	
Special Petty Cash Fund		
Cash in Fifth Ave. Bank of New York ..	300.00	
(and on Hand)		\$1,652.61

## NATIONAL CIVIL SERVICE REFORM LEAGUE

### STATEMENT OF RECEIPTS AND DISBURSEMENTS JANUARY 1, 1938 TO OCTOBER 31, 1938.

	1938
Cash Balance January 1 .....	\$1,292.61
<i>Receipts</i>	
Subscriptions .....	\$12,492.00
Special Subscriptions for Membership Campaign ..	1,300.00
Good Government .....	288.33
Sale of Pamphlets, Reports, etc. ....	18.69
	<hr/>
Total Receipts .....	\$14,099.02
	<hr/>
Total .....	\$15,391.63
	<hr/>
<i>Disbursements</i>	
Salaries—Executive & Administrative .....	\$10,261.70
Salaries & Expenses—Washington Office .....	1,800.00
Office Rent .....	1,480.00
General Office Expenses .....	528.42
Printing & Stationery .....	817.60
Postage .....	387.30
Telephone Service .....	250.07
Traveling Expenses .....	659.42
Press Clipping Service .....	286.85
Good Government Publication .....	716.92
	<hr/>
Total Disbursements .....	\$17,188.28
	<hr/>
Deficit October 31, 1938 .....	\$ 1,796.65
	<hr/>

**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

#### ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate offices. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to the League at the annual meeting. A vacancy in any office except that of

Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed suspension or amendment having been given with the notice of meeting.

## BY-LAWS

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

(1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and *ex officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

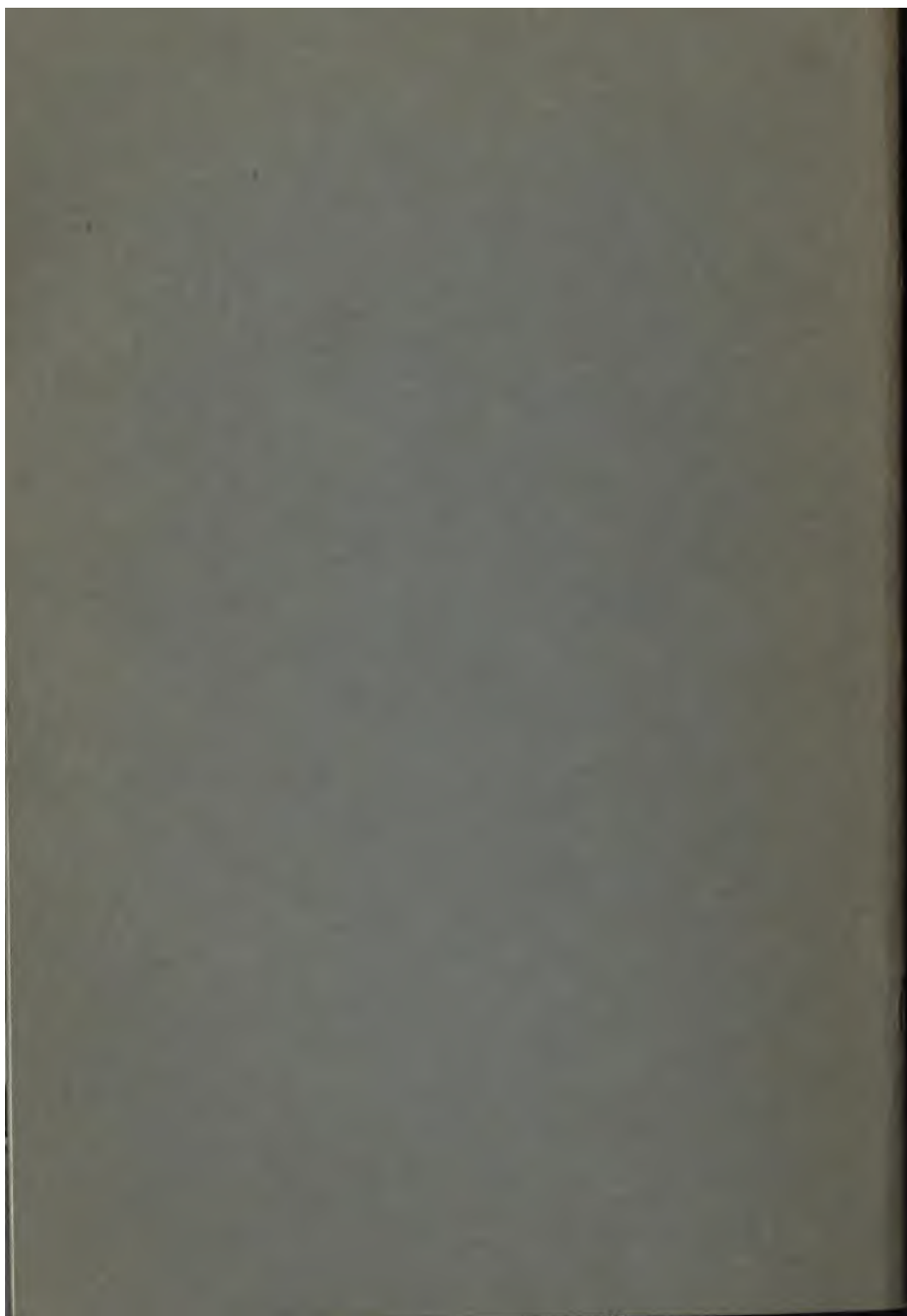
These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.







the 1990s, the incidence of *S. flexneri* has increased in the United Kingdom [10]. In the United States, *S. flexneri* has been reported as the most common serotype in children with acute bacterial dysentery [11].

There is a paucity of data on the epidemiology of *S. flexneri* in the United Kingdom. In the 1970s, *S. flexneri* was the most commonly isolated serotype from patients with acute bacterial dysentery in the United Kingdom [12]. In the 1980s, *S. flexneri* was the most commonly isolated serotype from patients with acute bacterial dysentery in the United Kingdom [13]. In the 1990s, *S. flexneri* was the most commonly isolated serotype from patients with acute bacterial dysentery in the United Kingdom [14]. In the 2000s, *S. flexneri* was the most commonly isolated serotype from patients with acute bacterial dysentery in the United Kingdom [15].

The aim of this study was to determine the prevalence of *S. flexneri* in the United Kingdom. The study was conducted in the United Kingdom, where *S. flexneri* is the most commonly isolated serotype from patients with acute bacterial dysentery. The study was conducted in the United Kingdom, where *S. flexneri* is the most commonly isolated serotype from patients with acute bacterial dysentery. The study was conducted in the United Kingdom, where *S. flexneri* is the most commonly isolated serotype from patients with acute bacterial dysentery.

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**National Civil Service Reform League**

## **Proceedings**

**Fifty-Fifth Annual Meeting**

**Washington, D. C.**

**June 11, 1937**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City**



*Civil Service Reform League*  
7-11-37

"Entirely non-partisan; unceasingly active in the taxpayer's interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans' Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the Civil Service Reform League shoulders a load that should be shared by all voters and taxpayers of every political faith."

—George W. Wickersham.



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**KENTUCKY***Frankfort*

James E. Martin

**MAINE***Brunswick*

Orren C. Hormell

**MARYLAND***Baltimore*

Walter H. Buck

Mrs. B. W. Corkran

**MASSACHUSETTS***Boston*

Henry R. Atkinson

Charles Jackson

William V. Kellen

Phillips Ketcham

Miss Marian C. Nichols

Ernest N. Stevens

Ellery Sedgwick

Charles M. Storey

William W. Vaughan

*Cambridge*

Morris B. Lambie

Miss Mabel Lyman

*East Walpole*

Mrs. Charles Sumner Bird

**MICHIGAN***Ann Arbor*

George C. S. Benson

James K. Pollock

*Detroit*

Lent D. Upson

*Sault Ste. Marie*

George A. Osborn

**MINNESOTA***Minneapolis*

William Anderson

L. C. Coffman

Miss Marguerite M. Wells

**MISSOURI***Kansas City*

H. C. Ressler

*St. Louis*

Samuel W. Fordyce

**NEW HAMPSHIRE***Hanover*

Harold R. Bruce

Herman Feldman

**NEW JERSEY***East Orange*

Norman H. Barron

*New Brunswick*

Robert Wood Johnson

*Nutley*

Mrs. Gilbert R. Livingston

*Trenton*

Charles P. Messick

**NEW YORK***Buffalo*

Samuel Botsford

Joseph G. Dudley

Evan Hollister

William L. Marcy, Jr.

Charles B. Sears

Miss Sarah L. Truscott

*Schenectady*

Dixon Ryan Fox

*New York City*

Alfred L. Aiken

Robert W. Belcher

Roscoe C. E. Brown

Charles Burlingham

J. T. Bishop

Joseph H. Choate

John K. Clark

Frank H. Davis

Edgar Dawson

Albert de Roode

Peter Grimm

Sidney P. Henshaw

Mrs. A. Barton Hepburn

Theodore Hetzler

Nicholas Kelley

John Howard Melish

Samuel H. Ordway, Jr.  
 Roy V. Peel  
 Winston Paul  
 Francis T. P. Plimpton  
 Arthur W. Procter  
 Theodore Roosevelt  
 Raymond Rubicam  
 Morris Sayre  
 Maurice R. Scharff  
 Eustace Seligman  
 Frank Parker Stockbridge  
 Harold Phelps Stokes  
 Robert Steinemann  
 Herbert Bayard Swope  
 Miss Dorothy Thompson  
 Richard Welling  
 Roger H. Williams

#### OHIO

*Cincinnati*  
 Cecil Gamble  
 Murray Seangood  
*Cleveland*  
 Mayo Fesler  
 James R. Garfield  
 Mrs. Malcolm McBride

#### PENNSYLVANIA

*Bryn Mawr*  
 Miss Gertrude Ely  
*Philadelphia*  
 William C. Beyer  
 W. Richardson Blair, Jr.  
 Joseph S. Clark  
 Loring Dam  
 Albert Smith Faught  
 Clarence L. Harper  
 Eric McCouch  
 W. W. Montgomery, Jr.  
 G. Ruhland Rebmann, Jr.  
 Lewis H. Van Dusen  
 Clinton Rogers Woodruff

*Pittsburgh*  
 Mrs. John O. Miller

*Reading*  
 Mrs. Isaac Hiester  
*Swarthmore*  
 Louis N. Robinson  
*Wilkes-Barre*  
 Seward C. Simons  
*York*  
 Henry C. Niles

#### TENNESSEE

*Chattanooga*  
 George Fort Milton  
*Nashville*  
 James D. Stahlman

#### VIRGINIA

*Lynchburg*  
 Robert D. Meade  
*Richmond*  
 Douglas S. Freeman  
*Williamsburg*  
 John Stewart Bryan  
*Winchester*  
 Harry Flood Byrd

#### WASHINGTON

*Spokane*  
 William H. Cowles  
 WISCONSIN  
*Madison*  
 Lloyd K. Garrison  
 John M. Gaus  
 William Gorham Rice, Jr.

#### WYOMING

*Cheyenne*  
 William C. Deming

# **National Civil Service Reform League**

## **Report of the Council**

### **1937**

#### **I**

#### **The President's Program for a Career System**

Renewed hope for revitalization of the federal civil service system was kindled by President Franklin D. Roosevelt in his dramatic message to the Congress last January urging extension of the merit system, "Upward, outward and downward," to include all positions in the Executive Branch of the Federal Government other than those requiring determination of policy. His letter to the Congress on June 3, admonishing them for the introduction this year of seventy bills exempting from the civil service rules all positions affected thereby, and affirming the desirability of placing under the merit system all but policy-forming posts, gives further encouragement.

Adoption of the recommendations of the President's Committee on Administrative Management for a strong centralized personnel agency authorized to deal with the many phases of the personnel problem will permit of modernization of the merit system of personnel management. We agree fully with the Committee's statement that "personnel administration lies at the very core of administrative management" and that the effective conduct of government's work depends upon the capacity of the men and women who are attracted to and retained in the public service. There is nothing more indispensable to a democracy than a competent, impartial civil service.

It would be most unfortunate if the proposals for extension of the merit system were to be long deferred or jeopardized by any disputes over other features of the President's proposal for Federal departmental reorganization. The establishment of a career service we believe to be the most important proposal made by the Committee on Administrative Management. It should be adopted regardless of the disposition of the other suggestions of the Committee.

Experience, however, has taught us that we cannot depend upon Presidential persuasion alone—no matter how urgent and forceful—to accomplish and to maintain such a great extension of the merit system as is now proposed. Many Presidents have made similar recommendations in the past, but they have failed to receive more than passing attention of the Congress. Ultimate responsibility for adoption of the President's program rests with the Congress, which must enact the necessary legislation to curb the spoils system.

With both major political parties pledged to extension and improvement of the merit system, and public sentiment aroused in support of it as never before since the early days of the civil service reform movement, we should be encouraged to believe that a career system is now ready to be established in the civil service of the United States.

### **The Responsibility of the Congress**

But the Congress has rarely shown great fervor for the merit system. Indeed the Congress has been the chief obstacle to extension of civil service rules not only to the new agencies, but to the older agencies of the government. Our optimism is further lessened by its recent actions. Within less than two months after the President's mes-

sage on the merit system it adopted two important measures, the crop control law and the bituminous coal regulation law, which except from the civil service rules all employes. Congress is now wrangling over patronage in the Civilian Conservation Corps. Grants-in-aid to the states have been held up for over two months pending the result of the Senate's insistence on retaining control over the patronage through requirement of Senate confirmation of positions in the Social Security Board paying over \$5,000. Wholesale patronage provisions are in the railroad retirement bill and in the Maritime Commission reorganization bill.

Although the House of Representatives passed the Ram-speck bill for placing postmasterships of the first, second, and third classes under the civil service law over three months ago, no action has as yet been taken by the Senate to further the passage even of this mild measure.

In spite of this dubious record, we still cherish the hope that the Congress will lend more than lip service to the President's proposal for establishment of a real career system, which was so earnestly pledged in the political party platforms.

It is regrettable that the enthusiasm for pushing the merit system which followed immediately after the President's message should have been permitted to wane by the delay in introducing the necessary legislation to carry his proposals into effect. We appreciate that other urgent matters have engaged the attention of the Congress and have militated against earlier consideration of the merit system proposals. We are confident that the public, which has indicated its support of the merit system through various popular polls, referenda and through editorial comment in the press, will demand early passage of such new legislation; that it will not be content with half-

measures, but will insist upon the creation of a real career system.

### **Centralization of Responsibility**

Centralization of responsibility for administration (as distinguished from rule making and review) in a single administrator selected through the merit system, should result in more decisive administrative action than is possible under the present plan of a three-membered, bipartisan civil service commission. Success will depend largely upon the capacity, impartiality and independence of the administrator, and above all, upon the active, sympathetic support that the Executive will give him.

But experience has shown that the rule-making function, and the functions of interpretation and review, require deliberation and collective thought. It is our belief that a three-man board or commission, representing the viewpoint of the public to be served, and of the employees who render the service, as well as of the administration, should be invested with these powers.

The proposed seven-man advisory board or watch-dog of the merit system appears to be a harmless experiment which may be worthy of trial, although large advisory bodies meeting infrequently have rarely accomplished service of marked usefulness.

### **Determination of Exemptions**

Under existing law the President may by executive order classify as competitive or exempt any position in the federal civil service not specifically classified or exempted by statute. Usually this authority has been exercised toward extension of the competitive system. Most of the gains since the adoption of the civil service act in 1883 have come through such executive orders. Practically

all of the exceptions have resulted from acts of the Congress. Not more than 5,000 out of a total of over 35,000 excepted positions in the various departments were excepted by executive orders. At present there are over 325,000 positions excepted from competition, most of them by acts of Congress.

Shall the Executive or the Congress decide what positions are to be deemed policy-determining and excepted from the career service? Experience has shown that legislatures are as a rule neither temperamentally suited nor adequately informed to exercise such discretion properly. Neither has it always proved entirely satisfactory to vest such authority in the Executive. We believe that such discretion were better left to the Executive, but with a limitation as to the aggregate number of positions which may be excepted as policy-determining posts. In our opinion there are not over 300 positions in the Federal government today that have anything to do with the determination of political policies of the Administration. Unless such limitation is provided in the law we fear that the number of excepted positions will fluctuate widely in accordance with the conditions of the times and the predilections of the Executive in power. It would be safer for the public and a source of protection to the Executive against political pressure if the number were so limited.

We cannot hope that the civil service will long preserve even a fair measure of efficiency while it is corrupted by so large an admixture of the spoils system. The existence of 325,000 federal positions subject to patronage negatives the good of the merit system in many ways. It sets an example which has a blighting effect upon the merit system. The cynical public does not discriminate, and seeing many appointments made without examination, is prone to believe that any desired appointment may be so made if enough pressure is brought to bear. The merit system

thus falls into undeserved disrepute. Where a service is part spoils and part merit, the good is ignored and forgotten.

The functions which the Federal government is now called upon to perform require more and more the services of the technician and the expert, and less and less those of the political manager. Our government has become too complex and of too vital concern to us to permit of management by thousands of political satellites concerned more with political power than with our human and economic needs. There can be no real career system to attract technicians and experts if most of the higher administrative positions are closed to those who would look to government service as a life work.

## II

### The Civil Service Commission

Our approval of the proposal for a single administrator for the Federal civil service does not indicate dissatisfaction with the work of the present Commission, which has carried on its functions satisfactorily. Rather is our criticism directed at the theory of administration of the personnel problems of the government. All three members of the present Commission have shown great industry and devotion to their work. Few Commissions have given so much time and thought to the solution of the personnel problems of government, and shown so much sympathy for the cause of the merit system. They have helped to maintain confidence in the integrity of the system as administered by them.

We regret the resignation of Commissioner Leonard D. White, who returns to his duties on the faculty of the University of Chicago. His service on the Commission



has been of value not merely in the routine performance of his duties and in upholding the standards of the service, but especially because of his contribution to the literature of public personnel administration notable for its scholastic quality, and his advocacy of a career system.

### III

#### The Civil Service in the States

In view of the slowness with which the merit system in state and municipal services has gained ground in the past, the progress made thus far in 1937 is noteworthy, and gives the League encouragement for carrying on with renewed energy its campaign for better government personnel.

For the first time in its existence of fifty-four years, the League is able to report that four states have adopted civil service laws in one year. Arkansas, Tennessee, Maine and Connecticut have during 1937 been added to the list of "civil service" states, bringing the total to fourteen.

In Michigan a bill has been passed by the Senate and is pending in the House. A bill which has executive sponsorship is awaiting action in New Hampshire. In seven other states—Alabama, Arizona, Georgia, Kansas, Florida, Minnesota and Oklahoma—civil service bills were passed by one house, but were defeated or failed of consideration in the other. A constitutional amendment to supplement the new Arkansas law was adopted by the lower house by a vote of 62 to 11, and was defeated in the Senate by a majority of only two votes. In Indiana, Montana, Pennsylvania, Nebraska, Rhode Island, Texas and West Virginia bills were defeated; but the support given them by the press and civic leaders indicates an awaken-

ing to the value of the merit system which in time must be reflected in the legislatures.

The Illinois Civil Service Commission and the Governor have thrown their weight behind nine bills, which, if adopted, would almost double the number of positions subject to the state civil service law.

On the other hand, the Governor of Pennsylvania failed to give active support to the bill before the Pennsylvania legislature, sponsored by the State Federation for the Merit System and the Civil Service Association. In Ohio, the Governor has been notable for his attacks on the state civil service law rather than for his support of it; and although the legislature was unsuccessful in its effort to eliminate an appropriation for the State Civil Service Commission from the appropriation bill, it tied the Commission's hands to a degree by passage of a law forbidding it to fix educational requirements in examinations for any but technical positions.

Montgomery County, Md., has placed its employees under the provisions of the state civil service law, becoming the first county in the state to avail itself of the services of the State Employment Commission. Iowa has voted to adopt the merit system for all employees of cities over 15,000 and for police and fire departments of smaller cities. South Dakota has authorized adoption of civil service ordinances in all cities, and Kansas and North Dakota in large municipalities. Several individual cities in other states have enacted such ordinances.

#### IV

##### Increased Activities of the League

The League has devoted much time and effort to interesting and informing the public as to the value of a sound personnel program.

During the past year the League has made available a far greater volume of informational data than ever before. In this, we have had the generous assistance and co-operation of the press, magazines, radio, public forums and educational institutions. The part played by the League's educational activities in four states which have adopted civil service laws since the first of the year cannot be accurately measured but was undoubtedly considerable.

Illuminating articles on special phases of the civil service, in many of which the League cooperated, have been carried by leading magazines, including Scribner's, Review of Reviews, Collier's, National Municipal Review, American Magazine, Business Week, Printers' Ink, and others of national circulation and reputation. Advertising space which would have run into many thousands of dollars was contributed by public-spirited magazines and newspapers, largely through the good offices of the President of the League.

Millions have listened to broadcasts arranged by the League as part of its educational program. Broadcasting companies have offered us continuing cooperation in the coming year.

So many requests have come to the League to supply speakers for meetings of organizations, public forums and the like, that it has been impossible to comply with all of them. The President and other officers of the League have generously given of their time to address such important gatherings as the U. S. Junior Chamber of Commerce, the League of Women Voters, the Civil Service Assembly, the National Municipal League, National Probation Association, National Petroleum Association, and innumerable other meetings. A speakers' bureau has been established to meet future requests for informed and qualified speakers.

Thousands of pamphlets and educational data prepared by the League have been distributed through its headquarters or through interested and cooperating organizations. State Committees of the League are now being organized to aid the League in the state and local jurisdictions and to undertake wider distribution of such material.

An educational movement to enlist the interest of students in leading colleges and universities is now well under way. Thirty-two colleges sent delegates to the League's annual luncheon to discuss plans for initiating college chapters of the League.

Under the energetic leadership of its president, Robert L. Johnson, the League has increased its educational activities and broadened the scope of its work during the past year. The Council expresses its appreciation to "Time, Inc.", for its generosity in making it possible for Mr. Johnson to devote so much of his time to the League's work.

## V

### Essentials of a Comprehensive Merit System

Political spellbinders, sensing the aroused public sentiment for the merit system and wishing to capitalize it, are giving lip service to the career service idea but continue to exploit the spoils system in practice. To satisfy public demand for an end of the spoils racket, some of them are conjuring all sorts of pseudo merit system bills with which to fool the voters. Not every civil service law devised by them is a merit system. A mere competitive test system will of itself not establish a career service in state, county or municipal government. Nor is the mere adoption of even a good law the end of the patronage

system. It is but the beginning of the dawn of good government. Unless the law is properly administered by those sympathetic with its purposes and qualified to make it function, the results will be disappointing.

The National Civil Service Reform League, in cooperation with other agencies concerned with public administration, is now engaged in further modernizing its drafts of civil service laws for states and cities, to guide the legislatures and the public as to the best practices and procedures in administering the government's personnel problem. There is need for a uniform merit system law.

A modern merit system law, we believe, should provide these essentials:

1. A central personnel agency equipped with adequate technical staff and with sufficient funds to administer the law effectively.

2. A classification of positions according to duties, functions and responsibilities, as the basis both for adequate administration of the selection process and for the setting up of a uniform and equitable compensation plan.

3. A compensation plan uniform in its application to all similar classes of positions, with schedules of intermediate salary increments and designated lines of promotion to the higher grades and positions.

4. A well-planned program for open competitive examinations to apply to all positions other than those of a policy-determining character.

5. A probationary period to supplement the competitive examinations conducted by the personnel agency.

6. A plan for practical instruction on the job or preliminary to assignment.

7. Service ratings to determine actual performance of duties.

8. Uniform rules governing leaves of absence with or without pay; hours of work; compensation in case of injury in line of duty; and vacations.

9. Provision for promotions on merit and for facilitating transfers.

10. An arrangement for pooling personnel for seasonal or emergency requirements.

11. A plan for in-service training to develop talent for higher administrative and supervisory positions.

12. A properly conceived system of separations from the service through resignations, retirement and removal.

13. Provision for departmental personnel officers and program initiated and coordinated by the central personnel agency.

14. Certification of payrolls by the personnel agency.

15. An adequate retirement system.

16. Prohibitions against political assessments and contributions, as well as against undue political activity.

17. Supervision and investigation of the administration of the law by the personnel agency.

18. Provision for a taxpayer's action to restrain payment of compensation to persons unlawfully appointed or employed.

The balancing of governmental budgets requires the utmost efficiency and economy in administration and expenditures. The merit system has proved through more than half a century of operation to be the only effective means of attaining this objective. Ten per cent of the national income to maintain government is too large to entrust to the spoils system.

No law is so dependent for success on continuous articulate and militant public support, including that of organized public employes, as is the civil service law. It is not self-executing, nor is it self-administering. No public official needs so much the support of the citizens as does the personnel administrator or the civil service commission. Without such support the system may soon become a farce and a mockery.

## **RESOLUTIONS ADOPTED AT THE 55th ANNUAL MEETING OF THE NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Strikes of Public Employees**

**RESOLVED:** That unlike private employment, public employment is so far invested with a public interest that the National Civil Service Reform League commends the policy of organized public employes in recognizing their obligation to the public not to strike against the government, or in sympathy with other strikes. The present federal law recognizes the right of public employes to organize for their mutual benefit and appoint representatives of their own choosing to present their views to the Congress and the departments. No provision outlawing strikes of public employes, therefore, has been necessary such as exists in England, where any striking public employe forfeits his position and right to re-employment.

### **Political Coercion of Postmasters**

**RESOLVED:** That coercive practices such as that of David L. Lawrence, Chairman of the Pennsylvania State Democratic Committee and Secretary of the Commonwealth, in sending a letter to postmasters urging them, as a stated desire of Postmaster General James A. Farley, to join a particular employes' organization, is in violation of the principles of the civil service law and of the spirit of the Lloyd LaFollette Act and the Wagner Labor Relations Act. The President should require the Postmaster General to refrain from such practices, and discourage any further activity on the part of those responsible for them.

### **Appointment of Presidential Postmasters**

**RESOLVED:** That the League calls upon Congress for early enactment of legislation placing under the civil service law and rules the selection of presidential postmasters and abolition of the present method of examination, which throws discredit upon all other examinations and practices of the U. S. Civil Service Commission.



## REPORT OF THE TREASURER

HENRY R. YANOW  
*Certified Public Accountant*  
24 WEST 40th STREET  
NEW YORK

February 5, 1937.

National Civil Service Reform League,  
521 Fifth Avenue,  
New York City

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League for the year, January 1, 1936 to December 31, 1936, and append a summarized statement of the cash receipts and disbursements for this period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in bank for the League's regular account was verified by means of a certificate from the Fifth Ave. Bank of New York. The cash on hand on December 31, 1936, was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Ave. Bank of New York.

The National Civil Service Reform League Special Bank account for the extension of membership of the League, was also verified by means of a certificate obtained directly from the Fifth Ave. Bank of New York. The receipts in this connection were checked to the special membership book maintained in your office. The receipts as listed were found to be correct. The expenses for the purposes of this Special account were verified by comparison with properly approved vouchers. The appended statement summarizes the receipts and disbursements of this account.

The Reserve Fund of your League has been increased by \$250.00 to \$500.00, by a transfer of this amount from the General Funds of the League.

Respectfully submitted,  
HENRY R. YANOW  
CERTIFIED PUBLIC ACCOUNTANT.

# NATIONAL CIVIL SERVICE REFORM LEAGUE

## Summarized Statement of Cash Receipts & Disbursements For the Year Ending December 31, 1936.

Balance—January 1, 1936	
Cash in Bank .....	\$ 118.50

*Receipts*

Subscriptions .....	\$21,336.50	
Regular Membership Dues .....	572.00	
Associate Membership Dues .....	260.00	
Subscription—N. Y.—C. S. R. A. ..	500.00	
Good Government Subscriptions ...	41.62	
Sale of Pamphlets .....	23.75	22,733.87
		22,852.37

*Disbursements*

Salaries .....	12,085.84	
Salary & Expenses-Field Secretary.	2,643.31	
Rent .....	1,800.00	
Printing & Stationery .....	1,991.64	
Travelling Expenses .....	1,094.43	
Postage .....	769.91	
Office Equipment & Furniture .....	403.28	
Office & General Expenses .....	601.51	
Telephone .....	369.75	
Clippings .....	149.38	
Good Government Expense .....	338.42	
Annual Meeting Expense .....	129.11	22,376.58
		475.79

Balance .....	475.79
Transfer to Special Reserve Fund..	250.00
	225.79

Balance—Fifth Avenue Bank of New York—December 31, 1936. ....	225.79
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TOTAL FUNDS	
General Funds—as above .....	225.79

*Special Reserve Fund*

Cash in Fifth Ave. Bank of New York (and on Hand)	500.00	725.79

**Summarized Statement of Cash Receipts & Disbursements**

*Receipts*

Subscription—Robert L. Johnson ..	4,500.00	
Other Subscriptions .....	2,814.50	
	<hr/>	7,314.50

*Disbursements*

Salaries .....	3,319.00	
Printing & Stationery .....	1,705.45	
Postage .....	803.58	
Luncheons .....	383.46	
Office Expenses .....	62.24	
Travelling Expenses .....	43.85	
	<hr/>	6,317.58

Balance—Fifth Avenue Bank of New York—December 31, 1936. ....		<hr/> 996.92
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**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

#### ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to

the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed

suspension or amendment having been given with the notice of meeting.

#### BY-LAWS.

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

- (1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

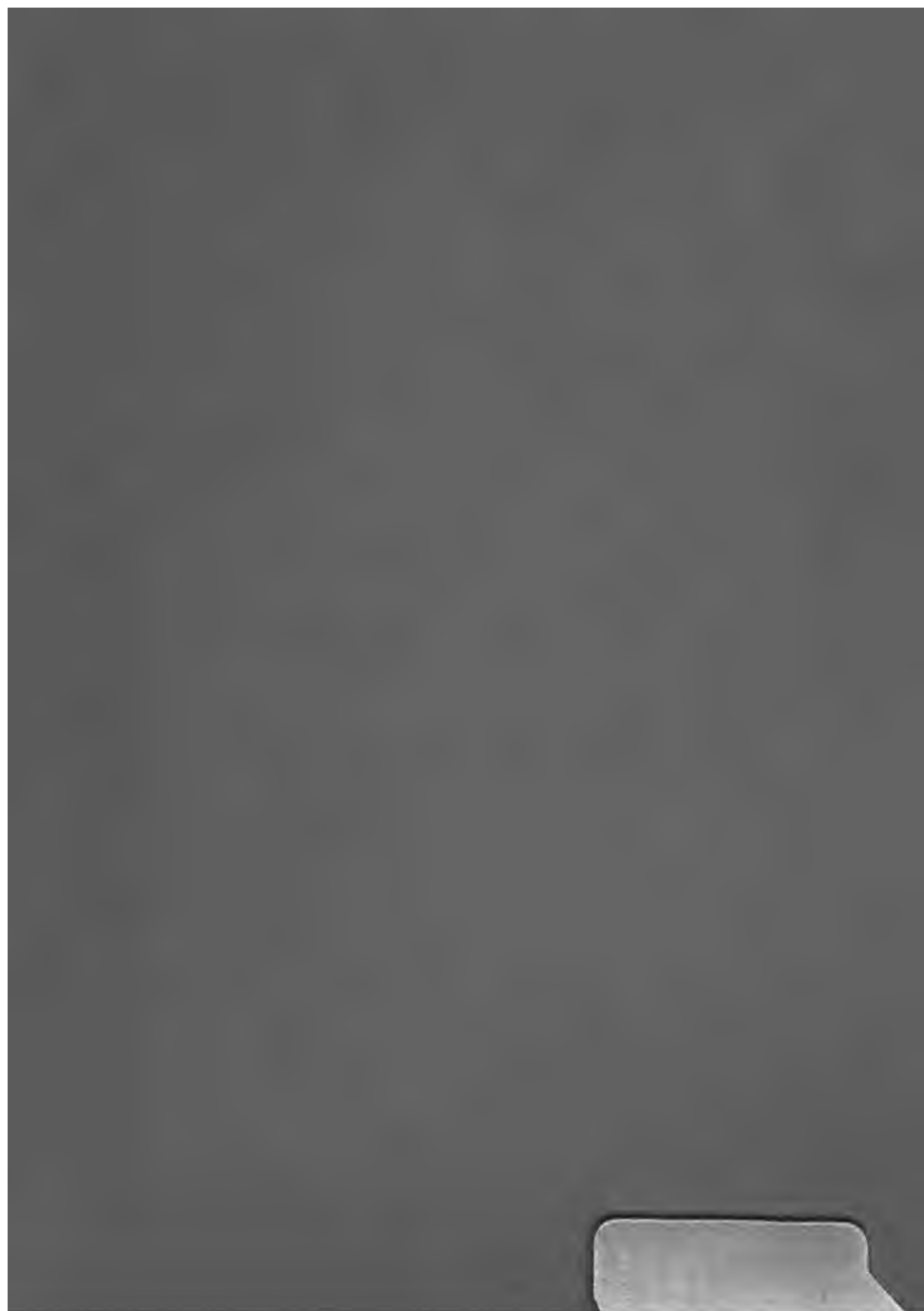
These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

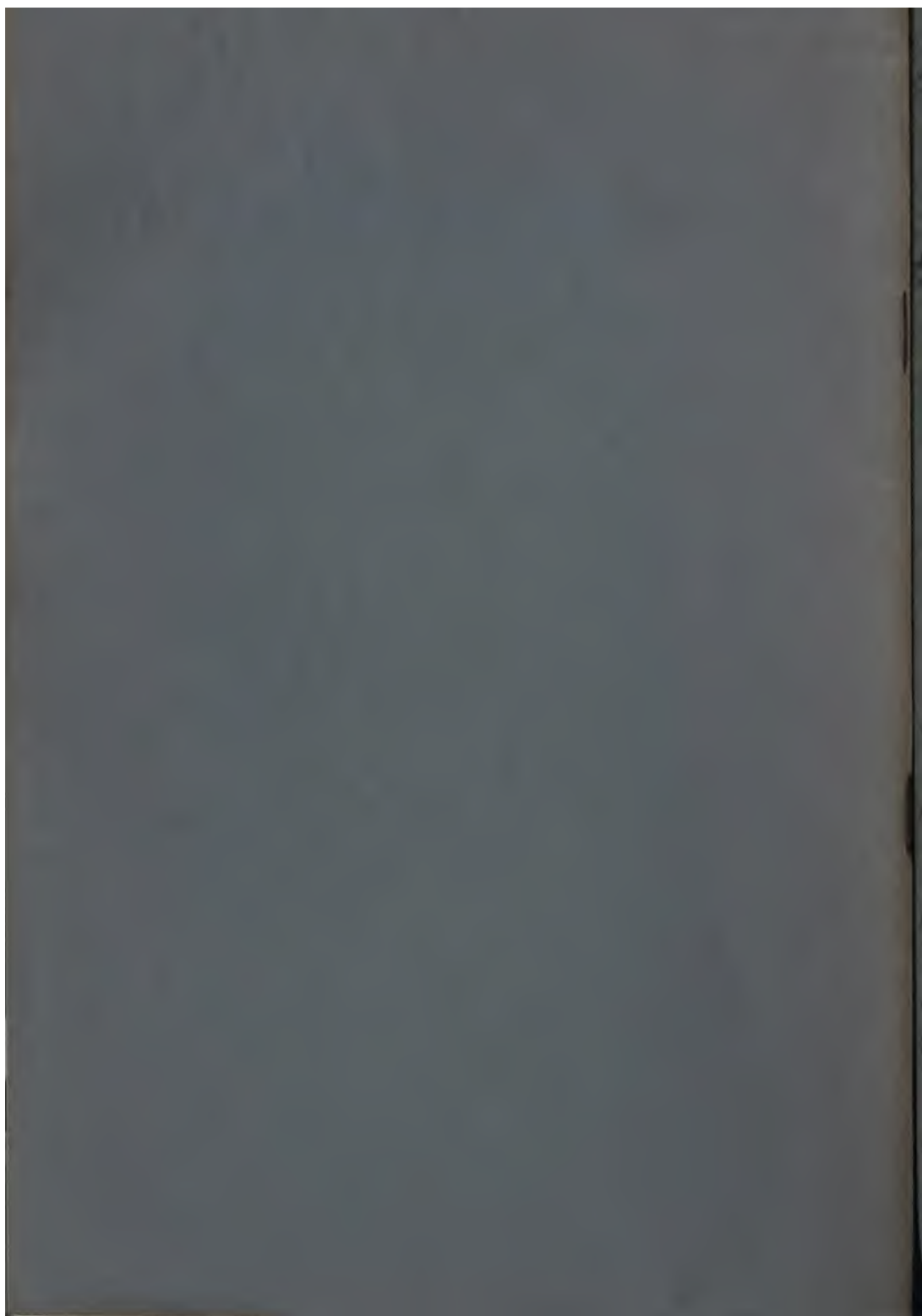
(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.









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**National Civil Service Reform League**

**Proceedings**

**Fifty-Fourth Annual Meeting**

**New York City**

**June 17, 1936**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1936**



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**National Civil Service Reform League**

# **Proceedings**

**Fifty-Fourth Annual Meeting**

**New York City**

**June 17, 1936**

**National Civil Service Reform League**

**521 Fifth Avenue**

**New York City**

**1936**



"Entirely non-partisan; unceasingly active in the taxpayer's interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans' Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the Civil Service Reform League shoulders a load that should be shared by all voters and taxpayers of every political faith."

—George W. Wickersham.

*1901-1902*  
*10-1-04*

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## NATIONAL CIVIL SERVICE REFORM LEAGUE

Organized 1881

The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan and George McAneny.

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### OFFICERS

*President*, Robert L. Johnson

#### *Vice-Presidents*

James R. Angell	William Browne Hale
Newton D. Baker	A. Lawrence Lowell
Charles C. Burlingham	George McAneny
Robert Catherwood	Charles P. Taft, 2d
Howard R. Guild	Russell Whitman

*Treasurer*, Ogden H. Hammond

*Secretary*, H. Eliot Kaplan

## Members of the Council

<p><b>CALIFORNIA</b>  <b>LOS ANGELES</b>            Kimpton Ellis            Francis B. Kellogg            Frank M. Stewart            Marshall Stimson</p> <p><b>PASADENA</b>            Sewart C. Simons</p> <p><b>SAN DIEGO</b>            Ralph E. Jenney</p> <p><b>SAN FRANCISCO</b>            Chester H. Rowell</p> <p><b>SANTA BARBARA</b>            Ransom Carver</p> <p><b>COLORADO</b>  <b>DENVER</b>            Wm. W. Grant, Jr.</p> <p><b>CONNECTICUT</b>  <b>NEW HAVEN</b>            Jerome Davis            Robert C. Deming            Jerome D. Greene            Charles G. Morris</p> <p><b>NAUGATUCK</b>            Harris Whittemore, Jr.</p> <p><b>RIDGEFIELD</b>            Seth Low Pierrepont</p> <p><b>WATERBURY</b>            Chase Kimball</p> <p><b>WATERTOWN</b>            Horace D. Taft</p> <p><b>DISTRICT OF COLUMBIA</b>  <b>WASHINGTON</b>            Charles A. Beard            Richard M. Boeckel            John T. Doyle            Miss Harlean James            Newbold Noyes            Oliver C. Short            Ellery C. Stowell</p> <p><b>ILLINOIS</b>  <b>AURORA</b>            Mrs. John T. Mason</p> <p><b>CHICAGO</b>            Miss Grace Abbott            Henry W. Austin            Geo. C. S. Benson</p>	<p>Ralph Budd            Henry P. Chandler            Edwin H. Cassels            Charles G. Dawes            E. O. Griffenhagen            A. R. Hatton            Elton Lower            Lewis Meriam            William B. Moulton            Mrs. Murry Nelson</p> <p><b>KANSAS</b>  <b>EMPORIA</b>            William Allen White</p> <p><b>KENTUCKY</b>  <b>LEXINGTON</b>            James W. Martin</p> <p><b>MARYLAND</b>  <b>BALTIMORE</b>            Walter H. Buck            Mrs. B. W. Corkran</p> <p><b>MASSACHUSETTS</b>  <b>BOSTON</b>            H. R. Atkinson            Charles Jackson            William V. Kellen            Joseph Lee            Miss Marian C. Nichols            Ernest N. Stevens            Ellery Sedgwick            Wm. W. Vaughan</p> <p><b>CAMBRIDGE</b>            Charles W. Eliot, 2d            Morris B. Lambie            Miss Mabel Lyman</p> <p><b>MICHIGAN</b>  <b>ANN ARBOR</b>            James K. Pollock</p> <p><b>DETROIT</b>            Lent D. Upson</p> <p><b>SAULT STE. MARIE</b>            George A. Osborne</p> <p><b>MINNESOTA</b>  <b>MINNEAPOLIS</b>            Wm. Anderson            L. D. Coffman            Miss Marguerite M. Wells</p>
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**NEW HAMPSHIRE****HANOVER**

Herman Feldman

Harold R. Bruce

**NEW JERSEY****NUTLEY**

Mrs. G. R. Livingston

**NEW BRUNSWICK**

Robert Wood Johnson

**PRINCETON**

Harold W. Dodds

**NEW YORK****BUFFALO**

Samuel Botsford

Joseph G. Dudley

Evan Hollister

William L. Marcy

Charles B. Sears

Miss Sarah L. Truscott

**NEW YORK CITY**

Alfred L. Aiken

Robert W. Belcher

Roscoe C. E. Brown

Charles Burlingham

Joseph H. Choate

John K. Clark

Frank H. Davis

Edgar Dawson

Albert de Roode

Samuel H. Fisher

Sidney P. Henshaw

Mrs. A. Barton Hepburn

Theodore Hetzler

Henry T. Hunt

Nicholas Kelley

Harry W. Marsh

Samuel H. Ordway

Roy V. Peel

Arthur W. Procter

Theodore Roosevelt

Eustace Seligman

Harold Phelps Stokes

Frank Parker Stockbridge

Herbert Bayard Swope

Miss Dorothy Thompson

Richard Welling

Roger H. Williams

**NORTH CAROLINA****CHAPEL HILL**

Robert D. Meade

**OHIO****CINCINNATI**

Murray Seasongood

**CLEVELAND**

Mrs. Malcolm McBride

Mayo Fesler

James R. Garfield

**PENNSYLVANIA****PHILADELPHIA**

William C. Beyer

W. Richardson Blair

Loring Dam

Miss Gertrude Ely

Albert Smith Faught

Daniel R. Goodwin

Clarence L. Harper

W. W. Montgomery, Jr.

G. Ruhland Rebmann, Jr.

Lewis H. Van Dusen

Clinton Rogers Woodruff

**PITTSBURGH**

Maurice R. Scharff

Mrs. John O. Miller

**READING**

Mrs. Isaac Hiester

**SWARTHMORE**

Louis N. Robinson

**YORK**

Henry C. Niles

**TENNESSEE****CHATTANOOGA**

George Fort Milton

**NASHVILLE**

James D. Stahlman

**VIRGINIA****RICHMOND**

Douglas S. Freeman

**WILLIAMSBURG**

John Stewart Bryan

**WINCHESTER**

Harry Flood Byrd

**WASHINGTON****SPOKANE**

Wm. H. Cowles

**WISCONSIN****MADISON**

John M. Gaus

Lloyd K. Garrison

William Gorham Rice, Jr.

**WYOMING****CHEYENNE**

William C. Deming

**FIFTY-FOURTH ANNUAL MEETING**  
**of the**  
**NATIONAL CIVIL SERVICE REFORM LEAGUE**

**June 17, 1936**

The fifty-fourth annual meeting of the National Civil Service Reform League was held at the Hotel Commodore, New York City, on Wednesday, June 17, at 12:30, at luncheon.

Hon. George McAneny, President of the League, presided.

Upon motion, the report of the Council of the League was unanimously adopted.

Mr. McAneny spoke briefly, as follows:

First may I congratulate the League, its supporters and those allied with it on the marked and most encouraging revival of interest in its program and its work and in the importance of returning to the merit system.

The League was organized in 1881. As you know, as a matter of history, less than two years after that the first civil service act was passed giving under its terms power to the President to extend by executive order its application. In the beginning there were 13,000 in the classified service; today there are more than 400,000.

Fifty years after there appears to be an increased need for the kind of action the League put forward in its early days. There is need for a broader and a more intensive effort toward the education of the people in the maintenance of the merit system in administration. At the same time this great promise of reviving interest indicates that the time is at hand when the League may appeal to its members for support.

I came into the League, if I may speak just a moment about myself, as secretary in 1892. I have been 44 years in this work, during the past nine years as president of the League, frankly toward the end asking that I be relieved and

some one be put in my place who might carry forward with more energy. I know that indefinitely I could continue to enjoy my relationship with this work, but I am glad indeed that at this moment, when there is a call for greater energy, that I shall be succeeded by the gentleman whom I shall present.

The League is a non-partisan body, takes no sides, nor has it ever taken sides with either of the national parties.

I thank you all for coming here today to give the emphasis of your presence to the importance of this occasion. I am going to ask that the report of the Nominating Committee be read, which will take but a few minutes of your time.

Hon. Murray Seasongood read the report of the Nominations Committee, for the election of President, Vice Presidents and members of the Council. Upon motion, the report was accepted and the persons nominated unanimously elected.

Mr. McAneny then said:

May I introduce to you my successor in office whose career has particularly fitted him to take over this work. I know I am worthily succeeded because of Mr. Johnson's interest in this cause and understanding of all that it means. He has served recently in Pennsylvania as head of the Relief Administration and is Vice-President of the corporation which publishes the magazines known as Time and Fortune.

I am heartily glad and heartily encouraged by his election as President of the National Civil Service Reform League.

Mr. Robert L. Johnson, the newly elected President, then spoke as follows:

Never before—at least not within this generation—has there been such great opportunity for the League to organize the latent public sentiment that exists for demanding the application of the merit system in government.

Never before has there been such great out-cry for improvement in public administration. Better personnel in government is one of the great needs of the country today. The need for trained and competent persons to man government departments has been recognized not only by political scientists and public administrators, but should be one of the first demands of industry itself. Without an experienced expert personnel in government, industry is gravely handicapped. The patronage racket in this country is costing business over a quarter of a billion dollars annually in sinecures, waste and extravagance. Business no longer can afford this luxury of the political racketeers.

The merit system made steady progress in this country since 1883 and by 1932 over 80% of the federal positions were included in the competitive classified service; but we have lost considerable ground in the forward movement since 1932. The record shows that scarcely 57% of the positions in the federal service today, come under the civil service law. That represents a grave loss in the last three years which may take the country many years to redeem. The redemption of the federal civil service should be one of the chief aims of the League, while concurrently we should extend the merit system in all thirty-five states that have no sound personnel system.

It is my hope that during the year we may not only extend the influence of the League but greatly broaden our membership. We hope that we may be able to demonstrate the practicability of establishing a popular \$1.00 contributing membership which we believe will attract thousands of men and women all over the country in a new civil service extension movement along modern business lines. The work of the old civil service reformers is far from completed. We are in a new fight and must place the reform movement on a new 1936 model, as President Dodds of Princeton recently stated. I believe it is intirely possible for us to enlist in the next few years two or three million public-spirited citizens who may be willing and glad to join us in establishing in this country a public service comparable to that in England, a civil service trained and efficient in government business, respected by the public and enjoying the prestige deserving of a professional career service. It is a great tribute to the English civil service that it has been able to steer the great ship of state of England through the troubled waters of the past few depression years.

We must interest and have the support of leaders of industry as well as our leading colleges and universities in helping us to place the civil service of the country on such a high plane that we can interest and attract the trained young men and women of America to enter the government service with the assurance that it will be an honorable profession and a most desirable career.

With your interest and support I am confident we can start a new era in the extension of sound personnel principles in government in this country, and go forward toward greater achievements and improvement of the public service. That would be a fitting climax and completion of the splendid work that this League has done up to this time. Your co-operation and support, which I would deeply appreciate, will be greatly needed to make the League's program a success.

Mr. W. W. Montgomery, Jr., the Chairman of the Council, said:

As enthusiastic as I am in welcoming our in-coming President, as confident as I am in his past record, it is not with-

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out a feeling of deep regret that I as an old member of this association and member of the Council for many years past say farewell to the active assistance and efficient management of some of those who are now going on to other important activities and leaving at least the direction of this important work behind them. I am sure that all those who have been active and have kept themselves familiar with the work of this National League will deeply regret the passing of Mr. McAneny, our President, into other fields of activity.

Those on the Council who have enjoyed the great privilege of active participation with the Council in the activities of the League will regret the departure of the Chairman of our Council, Mr. Howard R. Guild, who has had that office for so many years, into fields less active so far as we are concerned.

Mr. Chairman, it seems fitting under the circumstances to make some little record of our feelings in this matter and if you will permit me, I would like to read the suggestions I have and should like to have them embodied in the minutes of the League:

The National Civil Service Reform League records its grateful appreciation of the long and faithful services of two of its retiring officers at this its 54th meeting.

George McAneny, President of the League since 1927, has been in the civil service reform movement throughout most of his useful life. As Secretary of the League in its early days, he was one of the pioneers in the movement for the adoption of the merit system in city, state and nation. As Secretary of the Municipal Civil Service Commission of the City of New York he wrote the Civil Service Rules of that body which are still in force. As Acting Mayor of the City and President of the Board of Aldermen and as a public officer in various other capacities in both city and state, he translated into executive action his knowledge of and belief in the merit system.

Howard R. Guild, Chairman of the Council of the League since 1928, has for many years been one of the leaders of the Massachusetts Civil Service Association, and an untiring supporter of the principles advocated by the League. His guiding influence in the League's affairs has always been felt in his continuous service on the Executive Committee, as well as in his service on various special committees.

The long and devoted attention to the details of the League's business on the part of these two faithful officers merits our highest praise and heartfelt thanks. In partial recognition of their devoted services the League now elects them as Vice Presidents so that we may continue to have their valuable cooperation.

These resolutions were, upon motion, unanimously adopted.

Mr. McAneny then called upon Mr. Frank Parker Stockbridge, President of the American Press Association, who said:

I was invited three weeks ago to attend this meeting. I was notified ten o'clock this morning that I should speak to-day. I would ask you to remember that for more than 40 years I have been a newspaper man mainly engaged in reporting political activities and that in itself is enough to make anybody somewhat inclined to cynicism of the success of civil service reform to date.

But I was reminded that my very first job on leaving high school in the city of Washington, D. C. was as secretary in the Washington office of the Republican National Committee. Benjamin Harrison was President and somebody had put something over on the politicians in the shape of the Civil Service Commission, headed by a young man with a mouthful of teeth named Theodore Roosevelt, who was making himself very much of a nuisance.

Among the restrictions which the Commission was endeavoring to enforce was one that political organizations might not solicit campaign funds from government employes particularly postmasters, and the Republican National Committee was rather put to it. But that was before the days of bonding companies and every postmaster had to submit two personal bondsmen and naturally the bondsmen were of his own party. As new postmasters were appointed their appointments were never confirmed until their bondsmen had satisfactorily come across and it was my function to go to the Post Office Department every day and obtain from the Postmaster General a list of not only the postmasters but of the bondsmen who had qualified them, so that we could then proceed to hold up the bondsmen for campaign contributions.

I mention that to illustrate the point here that there is nothing partisan about the kind of politics which is synonymous with spoilsmen. Our political organizations or political parties are based on jobs for the faithful. We can't overlook that. The federal administration is not on the whole, I believe, infected as much with the spoils system as people generally suppose. However, I am not going to discuss that.

I do not want to bring the discussion down into current party politics. But this is a battle on an enormous number of fronts. John L. Reedy a few weeks ago remarked that there are 182,000 separate governmental units in the United States. Reedy himself has just recently resigned as Assist-



ant Director of the Budget to become City Manager of Toledo, and I believe John can confirm there are now several hundred cities which have fairly successfully eliminated the spoils system by adopting a City Manager plan of government. It seems to me that the aim of this League should be just as much toward the merit system in these municipal and state and county units of government as in the federal government.

In order to get the idea home to the average citizen, a tremendous amount of work remains to be done. It is a great pleasure to me to listen to the fighting talk of the new President because it is a fight. I for one will be glad to help in any way that I can as one of his lieutenants.

Mr. Harper Sibley, President of the Chamber of the United States, spoke in part as follows:

During the past year as president of the U. S. Chamber of Commerce, I have necessarily come in contact with government affairs, and while the advice of our organization is not particularly welcome in the White House, I have been closely associated with many of the departments of government.

As far as I can see there is no spoils system in many departments of government. I have been serving on the committee of W. Frank Persons who is director of the U. S. Employment Service and connected with the WPA and PWA, and I know he is determined to keep the merit system in, in every way he can. Over and over again he has asked the committee if we could help him resist certain Congressmen who felt that in their own areas they must have men with political recommendations appointed in those areas, whether or not they are qualified by merit. I think he himself has done everything he can to keep his system clear on that point of view. It is remarkable that in the Department of Agriculture where vast sums have been distributed to farmers for controlling crops and livestock productions, no one in that department has ever heard of the spoils system. Whether or not you agree with the distribution of money under the AAA, it has been done in a way very much to the credit of the Agricultural Administration.

The British civil service deserves admiration. I have seen it in the Straits Settlements and in India. I have spoken to many Indians of the Liberal Party who are determined to get the British out of India if they can. The British civil service is efficient. Its integrity is never questioned by the Indians. The difficulty, they say, is that the British civil servants are the masters of India and "we are the servants." I asked, "Do you feel that you can substitute for the civil service anything like as good a government?" A number of them said to me, "We want to be the masters. We will then hire the British civil service to run India for us."

In this country we must fight and struggle to see that we have a civil service which is appointed on merit, is non-partisan, and is permanent regardless of political party in power.

Mr. Ogden H. Hammond offered the following resolution, which was, upon motion, unanimously adopted:

Whereas, the approach of a presidential campaign generally heralds undue political activity on the part of government employes and undue pressure on the part of political organizations to coerce the actions of persons in the government civil service to favor one political party or another and to use their public offices for the enhancement of political groups;

Whereas, we deplore the use of the public's time and money for the benefit of partisan organizations as a wasteful and pernicious practice,

Therefore be it resolved that, the League urge the United States Civil Service Commission rigidly to enforce the civil service rules against improper political activity on behalf of any political party; and

Further resolved that, we urge the President to restrain the Chairman of the Democratic National Committee from using his position as Postmaster General as the medium for enlisting political activity on the part of postmasters, and influencing them to solicit political campaign contributions.

Upon motion, the meeting then adjourned.

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**REPORT OF THE COUNCIL  
of the  
NATIONAL CIVIL SERVICE REFORM LEAGUE  
1936**

At no time since the adoption of the original civil service law has there been so much public agitation for application and extension of the merit system as today.

The recent poll taken by the Institute of Public Opinion showed that close to 90% of the voters of the country favor the merit system in government as opposed to the spoils system. It is significant that many of the clergymen to whom the President sent his much publicized letter last autumn, asking for advice on policies, counselled that he make an end of the spoils system, and that such organizations as the National League of Women Voters and the General Federation of Women's Clubs have placed the eradication of political patronage at the head of their programs. The universities and organizations interested in such diverse matters as social work, penology, labor conditions and foreign commerce have stressed the basic need of qualified public personnel.

The Congress, however, has utterly failed to recognize this demonstration as a mandate from the public. No constructive personnel legislation that has been before it has received more than cursory attention. Even measures which have received committee approval have been buried on the calendar, from which they can be taken only by unanimous consent which has been studiously withheld.

James A. Farley, Postmaster General and Chairman of the Democratic National Committee has created patronage wherever possible. Can real progress be made as long as he and others who share his attitude control personnel policies in the federal government? Secretary of Commerce Roper as late as last January stated frankly:

“We must . . . approach the compelling question of efficiency in public service from a much broader viewpoint than that of the civil service system alone . . . . When the people of the nation vote their approval of the policies of one or the other of the parties, they are in effect stating that these policies shall be carried out and put into action by men who are in harmony with them. Any other interpretation of this question would be an utter refutation of the mandate of the people.”

This is in effect a renewal of the Jacksonian theory of limited tenure of office and a clean sweep after each change of administration—a political philosophy based on the doctrine, that the government exists not for the benefit of the people, but for that of political parties.

### **The President**

Although the President has often assured the League of his devotion to the merit system, such assurances have not been fortified by insistence that the constructive measures affecting the civil service be immediately enacted. Nor has he taken public notice of Cabinet defiance to its principles.

We fear, also, that the failure of the President to take executive action against demonstrated instances of partisan mismanagement of important branches of the service, or assessments of public employes for campaign contributions, must lead inevitably to the belief that he acquiesces in the actions of the Postmaster General and other members of the administration similarly bent toward the patronage system.

We call upon the President to use his leadership over the majority in Congress to compel it to give consideration to the country's need for an efficient public service, rather than to the party's demand for patronage.

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## **The Congress**

It is extraordinary that the leaders of Congress fail to appreciate that by overplaying the spoils system they have been alienating public support and confidence. Their willingness to introduce ineptitude in the administration of agencies where technical competence is essential, shows an amazing lack of understanding of the realities confronting present-day government. The public has become increasingly aware that Postmaster General Farley, aided and abetted by some short-sighted Congressmen, has taken advantage of the country's distress to extend the spoils racket.

It was inevitable that with over forty thousand administrative positions created in the Works Progress Administration alone, safeguarded by no fixed standards and no tests of capacity, appointments would be dictated largely by political organizations and based on political considerations. Throwing into such hands the selection of employees to administer the four billion dollar relief fund is in large measure responsible, we believe, for the scandals and mismanagement that have attended relief administration. Had the President invoked his authority to place these positions under the jurisdiction of the Civil Service Commission, as the League urged last year, the extravagance and favoritism in Pennsylvania, West Virginia and other states might have been avoided and the consequent widespread mistrust of the whole relief machinery might not now exist.

While such important measures as the Wagner Housing bill, the Copeland Maritime Authority bill, the Rural Electrification bill, and the tax bill, introduced this year, lacked the sweeping exemptions from the civil service law which distinguished practically all legislation considered by the preceding Congress, it is unfortunate that they were not amended, as the League suggested, to bar exemptions of specialized employments.

The temptation offered a President to sway the actions of Congress by his use of patronage is a real danger to popular government. The pressure upon the President by Congress is incalculable. Congress, in turn, is besieged and importuned by the political organizations at home to increase the patronage available.

Yet it has been shown by actual test vote that majority opinion throughout the country would support the substitution of the merit principle for the policy—followed by short-sighted Democratic and Republican Congress alike—of satisfying the small but vocal minority who clamor for largess from the victorious party. Good politics, as well as good administration, demands an end of the spoils system.

We are gratified that in spite of the reluctance of the resolutions committee to include a real merit system plank in the Republican party platform, the Republican nominee for President saw fit to announce publicly his recognition of the paramount importance of extending the merit system to the highest administrative positions. We confidently hope that the Democratic party in its platform will similarly insist upon extension and improvement of the merit system.

### **The "Emergency" Agencies**

There are nearly 200,000 positions which have been created in the new agencies—both temporary and permanent—since March, 1933. Almost 95 per cent of these positions have been excepted from the civil service law and rules.

Figures furnished by the U. S. Civil Service Commission show that in April, 1936, there were 37 independent agencies which had been created since March, 1933. Of these, 26, with 111,270 employees, were entirely excepted from the provisions of the civil service act; and 11 with 8,911 employees, were included under it so far as the bulk of personnel is concerned, although many special classes of posi-

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tions such as attorneys, examiners, officers and experts—were excluded.

In addition, 72,584 persons were employed under the works program and assigned to the regular departments, only a few of whom had a classified civil service status.

In the whole federal service positions subject to the merit system decreased by 852 between June 30, 1933 and June 30, 1935, while the positions excepted from the civil service act increased by 154,840. It is significant that in spite of the abolition of the AAA and the NRA liquidation of these establishments has been retarded because of the reluctance to drop any of the politically sponsored employees. On January 1, 1936, nine months after the invalidation of the NRA, there were still some 2,400 employees on the NRA payroll.

When the new agencies were created the pretext was used that the emergency was too great to permit delay which might result from placing them under the civil service law; and that the Civil Service Commission's registers could not immediately supply a sufficient number of satisfactory persons. Although some of the agencies voluntarily made use of these registers to some extent, this practice was not as widespread as it might profitably have been.

The necessity of building up a suddenly increased staff to deal with the World War emergency has been suggested as a natural parallel to the depression period. During the war period there was a dearth of applicants for public employment, while during the past four years the registers of the Civil Service Commission have bulged with eligible candidates. From the beginning of 1915 to the end of the Wilson administration the only agency whose staff was totally excepted from the civil service rules was the Federal Farm Loan Board (which, incidentally, was for years afterward subject to recurring criticism on the ground of partisanship and ineffectiveness).

We deplore the proposal to cover all of the present incumbents of the new agencies into the classified service without examination, or to give them preference of one kind or another for transfer to permanent departments. This is a distinct negation of the merit principle. The President, under his executive orders, has set a good example by withholding the right to competitive status of persons who have been transferred to competitive positions without examination.

Probably the most constructive and far-reaching measure affecting public personnel to come before Congress in many years is the bill introduced by Senators O'Mahoney and LaFollette on June 3.

This is in part a composite of five bills pending for over a year, designed to place presidential postmasters and employes of permanent agencies now excepted from the civil service act, under its scope. It embodies also an executive order of President Hoover creating the Council of Personnel Administration, making this a permanent bureau with important functions. The section affecting postmasters would not, unfortunately, take effect until 1938, although other sections would become effective immediately.

A new and forward-looking proposal is made in the bill by which states and their governmental subdivisions could utilize the services of the U. S. Civil Service Commission in developing and maintaining their own merit systems.

Present incumbents of positions classified by action of the President under authority granted by the O'Mahoney-LaFollette bill could acquire a civil service status only by passing a competitive examination, except that upon certification from the head of the agency of satisfactory service for a year or more, in which case a non-competitive examination only would be required.



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The League strongly deprecates this latter provision, and recommends that the qualifications of all incumbents be tested by open competition. We believe nevertheless, that the passage of this bill would constitute a major step toward a real career system in the federal service, and urge that it be given the prompt and favorable consideration by Congress which it deserves.

### **Presidential Postmasters**

The farcical system of selecting postmasters after a "pass" examination often constitutes a liability to the political organizations because of the factional disputes which it engenders. Moreover it tends to throw suspicion upon the whole examination system conducted by the Civil Service Commission, since other examinations are naturally judged by these.

Representative Ramspeck, Chairman of the House Civil Service Committee, who is in a strategic position to know and understand the method of appointment of postmasters, stated recently:

"In most cases the mail service would be just as effective if the first and second class postmasters' positions were left vacant and the assistant postmasters carried on the work."

All recent Presidents and most Postmasters General have recommended that presidential postmasterships be placed in the competitive classified service. Several have gone even further and recommended the inclusion of Assistant Postmasters General also.

Although the number of presidential postmasters, 14,263, would seem a small percentage of the public service, the political influence they are supposed and required to exert makes their removal from the political field imperative. The manner of their selection makes them valueless to the post office as a business institution and frustrates promotion of subordinates who seek a career by aspiring to become postmasters. The postal service can never be placed

on a business basis as long as postmasters are forced to be political lieutenants rather than managers of branch offices of one of the largest business institutions in the country.

President Roosevelt's executive order which has been in effect since July, 1933, has continued the travesty of examination for postmasterships begun by the Harding order of 1921. The Roosevelt order, by barring the incumbent postmaster and his subordinates from competing, has given the Postmaster General even more latitude than heretofore in using the pseudo examination system for partisan purposes. The record shows that Mr. Farley has made the most of this opportunity.

The traditions of patronage surrounding postmastership appointments have been so firmly fixed in the minds of the public, and particularly in those of professional politicians, that a step further is necessary—the appointment in every case of the person standing highest in the examination. Competition in the examinations has hitherto been discouraged, since experience has shown that the person politically groomed has inevitably been the one selected, regardless of standing in the examination. It will not be enough merely to place postmaster appointments under the civil service law. Although that will improve the method of testing postmasters and end many prevalent abuses, it will not make postmasters business executives.

We believe the Ramspeck bill, now pending in Congress, would go a long way toward improving the present system of postmaster appointments, even though it would perpetuate in office many incompetent, politically appointed postmasters. We believe, however, that a much better measure is the Bacon bill, which provides for selection of postmasters on a competitive basis without covering in present incumbents and restricts appointment to the first person on eligible lists.

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We realize that it will require great pressure on the spoilsmen in Congress and a degree of self-denial on the part of both major parties (which are still under the illusion that postmasterships are valuable political assets) to assure passage of such a measure as the Bacon bill. The necessity for immediate action by the President is plainly indicated by the failure of Congress to act on a single one of the twenty bills introduced since 1933, which seek to place postmasters under the civil service law. Pending passage of some such legislation, we urge the President to issue an executive order requiring the Civil Service Commission alone to conduct genuine competitive tests for the selection of presidential postmasters, and requiring the Postmaster General to nominate the persons standing highest on the resulting eligible lists. This was the practice adopted by President Wilson, which we hope President Roosevelt will see fit to revive. Until the appointment of postmasters is placed on a true merit basis, it would be better to repeal the present executive order and frankly acknowledge that postmasterships are patronage.

### **The Civil Service Commission**

The administration of the civil service in the regular departments on the whole has improved. We believe the Civil Service Commission is conscious of its responsibility and has done its share to maintain the integrity of the merit system. The Commission has taken the initiative in urging upon the Congress and the President the exclusion of spoils riders from important bills, and in advising constructive measures for the improvement of the federal personnel system. The individual members of the Commission are giving a great deal of time and energy to its work; and it has a competent and loyal staff who have a sincere interest in the application of the merit system.

We urge an increased appropriation for the Commission, to enable it to establish adequate registers of eligibles, and to increase the effectiveness of its important work.

### **The Civil Service in the States**

In Kentucky, the Governor has signed a law effective July 1, creating in the Department of Finance a "Division of Personnel Efficiency," to be charged with the administration of personnel. In future employees are to be selected after competitive examinations held by the Division, a comprehensive classification and salary standardization plan is to be adopted, and employment standards are to be set up.

In Washington, the State Civil Service League, after several successive legislatures have failed to pass a state civil service bill, is taking steps to obtain by initiative petition a law based on the National Civil Service Reform League's draft, to be placed on the ballot next November.

In Indiana the new Public Welfare and Unemployed Compensation Insurance Acts provide for the selection of personnel on the basis of examinations. An attempt is being made to establish a committee to recommend rules and procedures for both organizations.

In Virginia, the legislatures recently appropriated \$17,000 for a personnel study of the state, preliminary to the possible adoption of a state civil service law.

In New Hampshire, a competitive examination system has been set up for the appointment of clerical and field representative positions under the State Unemployment Compensation Division of the Bureau of Labor.

In Connecticut, the Governor has appointed a survey commission which is studying departmental reorganization. It is believed that this Commission

backed by revived interest on the part of the citizens of the state, will give consideration to the advisability of a civil service law.

In Michigan, the Governor has appointed a similar survey commission which has made a study of the need for a central personnel system, has held several hearings on the subject, and has drafted comprehensive law for submission to the next legislature. Without waiting for the Commission's report, the Governor has already adopted a merit system for the state's prison system.

In California, a movement is under way to extend to counties and municipalities the civil service constitutional provision adopted in 1934.

Throughout the country further evidence of the recognition of the value of the merit system is found in the attention paid by civic organizations and legislators to the preparation and introduction of proposed civil service laws.

The tremendous public interest manifested in the extension of the merit principle makes the problem of its advocates not merely that of fighting the spoilsmen, but of meeting the responsibility of improving personnel administration. There is a great need of overhauling the mechanism of personnel agencies, of surveying the examination methods, and making available for the important work of these agencies highly trained, expert examiners.

Likewise must there be a decided change in the public's attitude toward the personnel agency. Civil service commissioners must be selected for their capacity to formulate sound personnel policies and their sympathy with the merit system. The public must be made conscious of the need for obtaining better personnel in government, fixing higher standards of entrance into the service, and placing the public service on a real career basis. We must deal with the whole field of personal service in public ad-

ministration, which with the rapid extension of government functions is becoming one of the most important and difficult questions confronting the American people. We must not only be alert for the maintenance and extension of an economical and efficient civil service, but we must make greater efforts than ever before to keep patronage from being used to dominate party action and popular judgments, if the free play of public opinion in government is to be preserved.

There are more than three million employes in our federal, state and local governments. The annual public payroll is over four billion dollars. This huge sum must come out of the total earning power of everyone in the nation. It is thus to the enlightened self-interest of all that we establish a system under which the vast armies of public employes shall be selected on the basis of training and capacity to perform the vital national functions which government is undertaking. It is to the immediate personal interest of every citizen that the pernicious system of political patronage, with its inherent extravagance and incompetence, be once and for all eliminated.

Continuing and intensifying its work of past years, the National Civil Service Reform League is organizing a nationwide, non-partisan campaign to coordinate public support and interest in the merit system into a compelling expression of the voting public. This program will be carried on through legislative action; through cooperation with civic, professional, commercial and employes' organizations; through public information by means of speakers and publications; and through direct contacts with government officials and departments.

At no time in its history has the League been in a position to make more practical and effective use of the influence and financial support of public-spirited men and women.

## REPORT OF THE TREASURER

HENRY R. YANOW  
*Certified Public Accountant*  
24 WEST 40TH STREET  
NEW YORK

January 29, 1936.

National Civil Service Reform League,  
521 Fifth Avenue,  
New York, N. Y.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League, for the year January 1, 1935 to December 31, 1935, and append a summarized statement of the cash receipts and disbursements for that period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in bank at December 31, 1935, was verified by means of a certificate obtained directly from the Fifth Avenue Bank of New York. The cash on hand on December 31, 1935, was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Reserve Fund of your League was reduced by \$1,750.00, and transferred to the General Funds of the League. Of this amount \$1,000.00 was realized from the sale of \$1,000.00 New York City Bond 4% of 1957, and \$750.00 was obtained from the Special Cash Fund which was on balance at the Fifth Avenue Bank of New York.

Respectfully submitted,

HENRY R. YANOW  
*Certified Public Accountant*

# NATIONAL CIVIL SERVICE REFORM LEAGUE

## Summarized Statement of Cash Receipts & Disbursements for the Year Ending December 31, 1935

### BALANCE—JANUARY 1, 1935

Cash in Bank and on Hand..... \$ 120.53

#### *Receipts:*

Subscriptions .....	\$6,270.00	
Regular Membership Dues.....	710.00	
Associate Membership Dues.....	195.00	
Subscription—Women's C. S. R. A. of Buffalo .....	26.00	
Subscription to Good Government— N. Y. C. S. R. A.....	150.00	
Other Good Government Subscriptions	52.32	
Interest & Discount.....	64.28	
	7,467.60	
		\$7,588.13

#### *Disbursements:*

Salaries .....	\$6,600.00	
Rent .....	916.68	
Office & General Expense.....	172.10	
Printing & Stationery.....	238.73	
Traveling Expenses .....	350.42	
Telephone .....	146.54	
Clippings .....	284.00	
Good Government Expense.....	326.73	
Postage .....	154.93	
Legislative Information .....	29.50	
	9,219.63	
Excess of Disbursements over Receipts		\$1,631.50
Transfer from Special Reserve Fund		1,750.00

BALANCE—FIFTH AVENUE BANK  
OF NEW YORK—DECEMBER 31,  
1935 .....

\$ 118 50

### TOTAL FUNDS

General Funds—as above..... \$ 118.50

#### SPECIAL RESERVE FUND:

Cash in Fifth Avenue Bank of N. Y.	250.00	
		\$ 368.50



**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

**ARTICLE V.**

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a

quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### BY-LAWS.

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the *Council shall be:*

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

(1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.





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**National Civil Service Reform League**

# **Proceedings**

**Fifty-Third Annual Meeting**

**New York City**

**June 10th, 1935**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1935**





**National Civil Service Reform League**

**Proceedings**

**Fifty-Third Annual Meeting**

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**521 Fifth Avenue**

**New York City**

**1935**

**"Entirely non-partisan; unceasingly active in the taxpayer's interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans' Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the Civil Service Reform League shoulders a load that should be shared by all voters and taxpayers of every political faith."**

**—George W. Wickersham.**

## NATIONAL CIVIL SERVICE REFORM LEAGUE

Organized 1881

The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan and George McAneny.

### OFFICERS

*President, George McAneny*

#### *Vice Presidents*

James R. Angell	Wm. Browne Hale
Newton D. Baker	Ogden H. Hammond
Mrs. Francis C. Barlow	A. Lawrence Lowell
Sir Robert L. Borden	Franklin MacVeagh
Wm. Cabell Bruce	Charles P. Taft 2nd
Robert Catherwood	Russell Whitman
Charles G. Dawes	George W. Wickersham

*Treasurer, Ogden H. Hammond*

*Secretary, H. Eliot Kaplan*

521 Fifth Avenue, New York

Telephone, MOhawk 4-2493

**PROCEEDINGS—53rd ANNUAL MEETING**  
**of the**  
**NATIONAL CIVIL SERVICE REFORM LEAGUE**

The fifty-third annual meeting of the National Civil Service Reform League was held at the Hotel Woodstock, New York City, on Friday, May 10, at 7 p.m. Hon. George McAneny, President of the League, presided.

Upon motion, the minutes of the last annual meeting were approved as distributed.

The Treasurer's statement for the year ending December 31, 1934, showing a balance on hand of \$120.53, was received and ordered placed on file.

After discussion, the financial situation of the League was upon motion referred to the Executive Committee for consideration.

Upon motion, the report of the Council of the League was unanimously adopted.

Mr. Faught submitted the report of the Nominations Committee for the election of President, Vice Presidents and members of the Council, with the recommendation that the Executive Committee consider as a major objective during the ensuing year the revision of the list of members of the Council, with a view to broadening and strengthening the base of operation of the League's work.

The President of the League spoke briefly on the work of the League during the year. Miss Nichols reported on the civil service in Massachusetts, and Mr. Seasongood on that in Ohio.

Upon motion, the meeting adjourned.

## **NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Report of the Council**

**1935**

At no time since the enactment of the federal civil service law has the merit system faced such a critical test as now. We may well ponder how much longer can our government be administered effectively with its civil service recruited half on merit and half on patronage.

During the Roosevelt administration about sixty new agencies have been created, all but a half dozen of which have been permitted to select their staffs without reference either to the civil service law or the salary classification regulating compensation in the old departments. In some of these new bureaus political recommendations have been prerequisite to employment; personal favoritism has given the entree to others. Only a very few have succeeded in establishing serviceable personnel systems of their own, involving some adequate test of qualifications. These "recovery" agencies employ nearly 100,000 persons, with less than 10,000 under the civil service law and rules.

Of the 252,000 persons estimated to be employed by the governments of the 48 states, only 90,000 are selected on a basis which insures at least minimum qualifications, and these are concentrated in nine states. Of the 355 cities in the United States of more than 25,000 population, only 200 have civil service laws, and in 35 of these the laws apply only to the police and fire forces.

Yet the picture is by no means all dark. An unprecedented interest in the quality of government

services and in public personnel of nation, state and municipality lends encouragement to the belief that an awakening to the necessity for a real and comprehensive merit system is taking place. Thinking citizens are questioning, as never before, the validity of the old belief that the spoils system is inescapably concomitant with party government. Financial stringencies have made thousands of people more critical of their tax bills, and of the governmental extravagance which is quickly reflected in them. They have begun to realize that it is the public which suffers when competent, honest employes must abandon their careers simply because politically they have guessed wrong.

It may be wondered whether its trained, permanent civil service has not been a considerable factor in Great Britain's relative steadiness in economic depression and her quick response to remedial measures. Would not the American people in general, and business in particular, have more confidence in the success of the administration's far-reaching, ambitious schemes for social and economic planning if they could be carried out by administrative forces of the experience and competence typified by the British civil service? As the government extends into every department of our civilization it becomes vital that it be freed from all the old handicaps which the patronage system entails. We can no longer afford to permit our civil service to be handed from one political dynasty to another, as the face of politics changes.

Nor is a mere system of competitive examinations enough to insure the merit career system which we must have if government accomplishment is to keep step with its responsibilities. We must turn our

attention increasingly to devise means of raising prestige, so that the high-calibre employe will no longer apologetically admit that he works for the government; we must provide adequate monetary rewards and a method of promotion for meritorious service; we must destroy popular conceptions of government service as necessarily corrupt and extravagant, or as a sort of eleemosynary institution, and of the government employe as a "tax-eater" and a "chair-warmer."

### **President Roosevelt**

In his book "On Our Way," President Roosevelt stated:

"We need a trained personnel in government. We need disinterested as well as broad-gauged public officials. . . Here is an opportunity that we still have before us—an opportunity to improve government service and to give, especially to the younger men and women, the chance to take part in practical government work."

On several occasions the President has assured the League of his solicitude for the merit system and his desire to strengthen it. While, however, there is little doubt that Mr. Roosevelt personally believes in a nonpartisan, permanent civil service and leans in that direction, for practical reasons he has compromised with the patronage hunters when that seemed politically expedient.

He has approved without criticism fifteen major bills and has issued several executive orders exempting new agencies from the provisions of the civil service law. He has issued two executive orders



removing from the classified service considerable groups of employes placed therein by his predecessor. He has, however, added to the classified service 6,600 positions in the Farm Credit Administration and more than 700 in the Census Bureau.

The President has tacitly permitted the Postmaster General to attempt to appease the job-hungry members of his party, and has given no open rebuke to Congressional insistence on including patronage clauses in important legislation. The application of the merit principle in the employment of the huge staffs of the \$4,800,000,000 work relief agencies, the fate of the O'Mahoney-Mead postmastership bill, and the Logan and Ramspeck bills affecting the recovery agencies, will be effective tests of whether the President is willing to place the building up of an efficient public service above temporary partisan advantage. Notwithstanding the backward steps which have been taken, President Roosevelt still has a remarkable opportunity to make great progress toward establishing a real career service.

### **A New Patronage**

The drafting into the public service of representatives of private industry, education and professional and civic groups has been a natural outgrowth of the war against the depression. Yet it is almost ironical that in certain federal bureaus this has initiated a personal or social patronage system which is only in degree less deplorable than the political spoils system. Actually, the mere ignoring of political endorsements does not imply the use of a system of sifting qualifications and choosing subordinates on merit. The installation of make-

shift personnel systems in certain recovery agencies has resulted in selection of employees on the basis of acquaintanceship and in personal log-rolling, which would have been avoided had these agencies made use of the Civil Service Commission's recruiting facilities, as has been done by the Agricultural Adjustment Administration, the Tennessee Valley Authority, by the War Department for the administrative staff concerned with Civilian Conservation Corps work, and the Federal Employment Service.

From the viewpoint of employe morale and of the efficiency of the service, there is little to choose between an appointment or a promotion impelled by a common membership in a club, lodge or university alumni association, and common membership in a political organization. Until both kinds of favoritism are eliminated we cannot have a true career service.

### **The Congress**

In general the bills introduced in the 74th Congress creating new boards, bureaus or functions of the federal government have consistently followed the lead set in 1933 and 1934, when all but two such measures carried sweeping exemption clauses placing the positions involved outside of the civil service law. There are, however, a few significant exceptions, which may indicate that some, at least, of the members of Congress are beginning to realize that patronage can constitute a liability, rather than an asset.

The exemption clause in the Farmer's Home Corporation bill was struck out of the bill on the floor of

the Senate, on motion of Senator Walsh. The Nye bill creating a central bank; the Copeland bill creating the U. S. Maritime Authority; and the Wagner labor relations bill exempt only a portion of the employments created. The Wheeler bill establishing a U. S. Railways Corporation carries the same provisions as the Norris bill of 1933 creating the Tennessee Valley Authority—that “no political test or qualification shall be permitted or given consideration, but all such appointments, promotions, demotions, or dismissals shall be made on the basis of merit and efficiency.”

On the other hand, the four billion dollar work relief bill; the bill granting loans to farmers in drought-stricken areas for seed and livestock; the bills regulating the bituminous coal industry and shipment of contraband oil; the Harrison bill extending the N. R. A., all authorize blanket exemptions from civil service rules. The social security bill permits the exemption of officers, attorneys and experts of the Federal Social Security Board (but no other employes) from the provisions of the civil service act. But the much larger field of patronage in the states has by implication been thrown open to political domination by providing that any state plans of administration must be acceptable to the Federal Social Security Board “other than those relating to selection, tenure of office, and compensation of personnel.” This would prevent the Federal Social Security Board from following the precedent set by the U. S. Employment Service and requiring tests of qualifications for staffs of the state boards. If the federal government is to assume the right to specify state machinery for carrying out the purposes of the security bill, it would seem only proper

that it have the same right regarding the administrative personnel.

Nothing reveals more clearly the temper of many Congressmen than the resentment at the non-delivery of expected jobs which culminated in the calls of the House Democratic Patronage Committee on President Roosevelt, to obtain "a satisfactory solution of the patronage problem." Last year a similar committee through its chairman, Mr. Lozier of Missouri, stated the prevailing creed:

"Under Republican administrations Democrats did not complain because Republicans filled the federal offices, but under a Democratic administration, undeniably these positions should be filled by deserving Democrats."

On February 22 Senator Hastings of Delaware read into the record an article from the Washington "Post" quoting Speaker Byrns' statement to a Democratic patronage census that at least ten thousand jobs, paying from \$110 to \$200 a month, would soon be available in the CCC from \$130,000,000 of the four billion dollar relief fund. Senator Hastings commented:

"If it be demonstrated so quickly, even before the bill passes, that they find ten thousand jobs out of an allocation of \$130,000,000, how many jobs will they find for 'deserving' Democrats out of the four billion dollars named in this bill?"

In view of this eagerness for the spoils of office, it may be wondered how the two measures now pending, seeking to place positions in the recovery

agencies in the classified service, will fare. These bills (sponsored by Senator Logan of Kentucky and Representative Ramspeck of Georgia, both Democrats) have the same object, but would accomplish it in different ways. The Logan bill would place in the classified service after noncompetitive test all positions not now subject to the civil service act, except those which require Senatorial confirmation and those which the President may except by executive order. The Ramspeck bill gives the President authority to place within the classified service after competitive test any positions which may now or may hereafter be exempted by statute.

In the beginning of the New Deal the emergency was offered as an excuse for waiving civil service tests for positions in all the agencies created to hasten recovery. After two years, this argument is hardly applicable. That the President is aware of the necessity for remedying the present anomalous situation is demonstrated by his action, taken several months ago, in instructing the Civil Service Commission to make a survey of the new agencies to ascertain which should be made a part of the permanent classified civil service.

Senator Bulow of South Dakota, chairman of the Senate Civil Service Committee, openly opposes enactment of the Logan bill on the ground that it "takes in too much territory;" and says that there are enough members in the Senate who agree with him to prevent its passage. No prophecies as to the fate of the Ramspeck bill (said to be preferred by the administration) can be made. It has the support of all groups concerned with public administration except those which are frankly partisan. If enough Congressmen can be found who are willing to show

themselves (as Senator Norris besought them a year ago) "statesmen instead of job-hunters," this necessary forward step can be taken at the present session of Congress.

### **The Universities and the Public Service**

Various schemes have been suggested for attracting to our civil service graduates of our universities and other young men and women of education, culture and promise who are anxious for a life-time career which will satisfy their ambition for useful, interesting and moderately remunerative work. Yet until public opinion is willing to grant our civil service the same prestige which those of Great Britain and of the old German Empire enjoyed; until there is fair security of tenure, adequate remuneration, and assurance of eventual promotion to the positions of responsibility and honor now reserved as political rewards, we can expect that only pressure of economic necessity will entice into public employment the type of civil servant which we covet.

So long as public opinion permits Congress to exempt from the civil service law thousands of positions of every character; so long as in 39 states and 80 percent of our counties and cities every election means a clean sweep of public positions; so long as public employes must build up political fences and cater to political bosses; so long as most public positions are airtight compartments, in which mediocrity is encouraged and ambition stultified; it is unfair to urge the younger generation to prepare itself for a career service which does not yet actually exist.

## **Work Relief and the Permanent Civil Service**

Within the last two years a new and perplexing problem has arisen which, while magnified enormously by governmental efforts to take care of the victims of unemployment, has a distinct relationship to a long prevalent conception of public service as in part a vehicle for the distribution of charity.

With the wide adoption of work relief plans, the proper relationship between the permanent civil service and work relief projects has become a subject of major concern to members of the civil service, relief administrators and public officials. Department heads have seen in the use of relief workers a means of showing a pretended budget saving at the expense of the regular employes, dropped under the guise of economy. Members of the regular staff have been released to eke out an existence on meager savings or themselves to ask public assistance, while men and women from relief rolls have taken their places. The public has paid the bill, both in actual money (since the saving, in the long run, can be only a matter of bookkeeping) and in lowered standards of service. Fine distinctions between regular and supplementary work have perplexed the departments, the courts and the legislatures. Employee morale has suffered. In Massachusetts legislation has been enacted which permits municipalities to appropriate money for "municipal works or undertakings" on which needy citizens may be employed without restriction as to qualifications. The far-reaching possibilities of the use of this law has caused its characterization in some Massachusetts cities as "a body blow to civil service." In California a law has been proposed restricting public employment to heads of families, when such are eligible.

There is a danger which should not be minimized that the employment for ordinary public services of persons of inferior qualifications, selected on relief standards, may jeopardize sound personnel systems built up with the greatest difficulty. The support of worthy citizens temporarily in need should not be permitted to undermine the quality of services on which we are increasingly dependent.

In the states and in the larger cities relief administrations have sprung up which are equal in size to the regularly established civil service, over whose personnel there is no outside control. These mushroom agencies have been subjected in varying degrees to demands for personal and political patronage. Their payrolls (with salary scales by no means always below scales of the permanent departments) have offered an easier way of paying political debts than those under the scrutiny of a civil service commission.

The day has unfortunately passed when relief could validly be considered merely a temporary function of the state. As it becomes plain that even under the most favorable conditions government will be faced with this problem for some time to come, we cannot escape the necessity of threshing out this whole matter, dropping temporary expedients, and seeking a solution on a realistic, workable basis which will be mutually fair to the taxpayer, the civil service employe, the relief recipient and the public official.

### **The Postal Service**

In July, 1933, when President Roosevelt issued the executive order regulating appointment of presi-



dential postmasters, he announced that he had directed the Postmaster General to draft legislation placing these officers actually in the classified civil service. After more than a year's delay, this legislation was actually introduced in February by Senator O'Mahoney of Wyoming (former First Assistant Postmaster General) and Representative Mead of New York.

The administration bill would not become operative until 1938. Otherwise, however, the bill would go a long way to put the postoffice on a career basis. The present four-year terms are abolished. The 52 largest first class postoffices would be restricted to persons who had had either actual experience for four years as a first-class postmaster, a postoffice inspector or in a supervisory capacity in the postal service, or four years actual experience in an executive position having supervision of not less than 250 employes. Appointments to other first and second class postmasterships would be made by promotion or transfer of qualified postal employes unless there were no such employe available and unless, upon recommendation of the Postmaster General, the incumbent postmaster were found, after examination by the Civil Service Commission, qualified for appointment. The requirement that postmasters must live within the delivery of the office would be waived for the 52 largest postoffices (those having annual gross receipts of \$1,000,000 or more) so that the whole country could be drawn on, if necessary, to secure the best qualified men. Bills which would accomplish the same object—that of taking the Post Office Department out of politics—in various ways, have been introduced by Senators Vandenberg and Norris and Representatives McLeod, Fletcher, Ramspeck, Carter, Kvale, Stefan, Luckey and Binderup.

Hearings on the Mead, McLeod and Ramspeck bills were held by the House Civil Service Committee in April, and were attended by numerous witnesses—government officials, members of Congress and representatives of citizens' and employes' organizations, who testified to the desirability of adopting one of these measures. No opposition whatever was manifested.

If action is not taken this year to place on a logical business basis the 15,000 presidential postmasters who constitute the local managers of America's largest business enterprise, additional proof will have been given that the Congress is willing to sacrifice postal efficiency, departmental morale and public funds rather than deprive the political organizations of a yearly subsidy of \$30,000,000 represented by the salaries of these postmasters, and of their services as campaign workers.

As altered by President Roosevelt in 1933, the system of selecting presidential postmasters has operated practically to insure appointment of only those hand-picked by the Postmaster General. By prohibiting the incumbent postmaster and his subordinates to compete, the appointment of the favored outsider is made a virtual certainty. The absurdity of a system which bars from the most responsible posts those best fitted to fill them is obvious.

In Boston, in New York and in hundreds of smaller cities this new rule has been applied over the protests of the press and the patrons of the office. In city after city even the staunchest Democrats have deprecated the ruthlessness of the current spoilation of the postoffice. Almost eighty per-

cent of the "service" postmasters (career men, risen from the ranks) who held office at the beginning of 1933 have since been dropped. The Commission of Inquiry on Public Personnel found that up to the end of 1934, the Roosevelt administration had appointed 7,598 postmasters (including 2,900 "acting postmasters"). Yet on December 28, 1933, Postmaster General Farley promised that he would make no political appointments in the Post Office Department and particularly that he would not disturb the "career" postmasters of long standing.

Condemnation of Mr. Farley, however, is beside the point. The blame belongs not to the Postmaster General but to the system which has existed since 1820 and which has made a jobmonger of every Postmaster General. Farley has only done his work a little more thoroughly than most of his predecessors. Until the system itself is changed, postal administration will never be put on a businesslike footing. The legislation now pending would help effect this change. Its adoption should not be postponed.

### **The U. S. Civil Service Commission**

The U. S. Civil Service Commission, under the able leadership of Harry B. Mitchell, Mrs. Lucille Foster McMillin and Leonard D. White, is rapidly attaining the prestige in its field which should logically belong to the central personnel agency of the federal government.

The research division has done valuable work toward improving technique and coordinating personnel studies of the federal and local governments. Within the past year it has undertaken a long

needed study of all employe training facilities existing in the government service, and a study of service ratings, in the hope of establishing a simpler, less expensive, and more satisfactory system.

An extremely interesting and significant experiment was made last autumn, when the Commission held a competitive examination for young university graduates desirous of a career in the public service. More than 7,500 competed and of these 123 have so far been assigned to federal posts, with many more appointments probable in the near future. The examination differed sharply from the usual civil service test in that it was designed not to fit into a particular pigeon-hole a person with specified, exact training and experience, but to discover mental equipment, broad aptitudes, and potential capacities. The interest which the present Commission is taking in strengthening the service by the induction of the best representatives of the younger generation cannot be too highly commended.

### **Veteran Preference**

With appointments to the regular normal departmental activities considerably restricted (for most of the increase in the personnel of the federal service has been in the recovery agencies), the injurious effect of the preferences accorded to disabled veterans who are entitled to preference in appointment, regardless of their ratings in the examination, has become more serious.

A disabled veteran need receive but 60% in the competitive test (while all others must receive a minimum passing mark of 70%) to attain a place

at the top of the list. In many departments this has resulted in appointments being confined solely to disabled veterans, a condition that may continue for many years to come. It deprives the public service of better qualified persons on the list and places a premium on mediocrity. We again urge modification of the existing executive order and restoration of the Harding plan which gave a credit of 10% to be added to the earned rating of disabled veterans and 5% to non-disabled veterans. The Harding plan gave no preference in appointment regardless of standing on the list as does the present executive order. Many existing preferences accorded to disabled veterans—not only in the federal service but in many other jurisdictions—are utterly indefensible and a direct negation of the merit principle.

### **The Merit System in the States**

An unprecedented interest in local government methods and personnel has come as a by-product of the depression, which has brought home to each individual citizen the realization that since a quarter of the total expended for governmental activities is for personal service, in the end he pays for the use of public office as the bulwark of a political machine.

The National League of Women Voters has undertaken, with its customary earnestness and energy, a two-year crusade for extension and improvement of the civil service, which is already bearing fruit. Thirty civic organizations in Illinois have formed a Joint Committee on the Merit System, to discover what is wrong with the civil service in that state, and what can be done to effect a remedy. The researches, hearings and resultant report of the Commission of Inquiry on Public Service Personnel,

analyzing broadly the shortcomings of public personnel administration throughout the country and offering practical, constructive suggestions for improvement, cannot fail to stimulate action looking toward the goal which the Commission sets.

State civil service bills were introduced this year in the legislature of Hawaii and of fifteen states—Alabama, Arizona, Connecticut, Indiana, Kentucky, Michigan, Minnesota, Nebraska, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Texas and Washington.

In November the people of California, by a three to one vote, approved the insertion of a civil service clause in the state constitution. Resolutions embodying the civil service law in the New Jersey constitution are pending in the legislature there. Adoption of such a constitutional amendment was one of the Governor's campaign pledges.

An amendment to the charter of San Diego County, California, provides for installation of a civil service commission with jurisdiction over county employes. Bills for county civil service commissions for Jefferson County, Alabama, Harris County, Texas, and Fulton County, Georgia, are pending.

The Illinois State Civil Service Commission has been reorganized, and is making progress in many directions. It is taking steps to extend its authority over the 9,000 employes of the State Emergency Relief Commission and the state police.

Complete reorganization of the Michigan penal system, long under fire, is provided in an administration bill adopted by the State Senate, which

would set up a form of civil service under a State Corrections Commission to have jurisdiction over all prison personnel. Similar systems for the state police and the State Liquor Control Commission are being pushed.

Local civil service laws have been adopted in El Paso, Texas; Flint and Jackson, Michigan, Raleigh, N. C., and Bridgeport, Conn. Bills to establish municipal civil service commissions in Hartford, Conn.; Reno, Nevada; Hutchinson, Kansas; Spartanburg, S. C.; and Indianapolis, Indiana, are pending. Agitation for similar action in numerous other cities is under way.

In Oregon a law has been enacted which would require all cities to vote on adoption of local civil service laws for their fire departments. North Dakota is considering a similar law. Pennsylvania is considering a measure creating in each county a civil service commission having jurisdiction over police and fire forces of every civil division in the country. Bills to establish civil service commissions for fifth and sixth class cities in California; for first and second class cities in Idaho; and for cities of more than 29,000 inhabitants in South Carolina, are pending. A similar bill, affecting first class cities in South Dakota, was defeated by the votes of rural assemblymen.

Most of these measures have been strenuously opposed by representatives of entrenched political organizations in the legislatures and by lobbies speaking for the same groups. The original Washington State civil service bill was defeated largely because a goodly number of members of the legislature were fearful that its adoption would inter-

fere with their obtaining public jobs which had been promised them when their terms of office in the legislature had expired. A second bill has since been introduced. An attempt to secure a county civil service law for St. Louis County, Minnesota, failed because of opposition on the part of the representatives from St. Paul and Minneapolis, who feared that similar legislation might thereafter be proposed for their counties.

Unsuccessful attempts were made to repeal the civil service law in Bellingham, Wash., and Phoenix, similar effort is being fought at present in Phoenix, Arizona. A bill has been introduced in Maryland which would permit the Governor to suspend the state civil service law at any time "for the good of the state." The Governor of Massachusetts has again vetoed the perennial bill regularly passed by successive legislatures which would exempt veterans of the Spanish War and the Philippine Insurrection from the requirements of the civil service law. The Louisiana "civil service law" (which gave the Long machine absolute control of the fire and police forces of all cities in Louisiana by creating a six-man commission of state officials with power to remove and replace all members of municipal fire and police departments) has been copied and introduced in the legislature of Indiana.

During the past year printed material for school children, women's clubs, study groups and general educational campaigns in connection with civil service legislation was widely distributed. In many cases special data was compiled on request to meet special demands.



## REPORT OF THE TREASURER

HENRY R. YANOW  
*Certified Public Accountant*  
24 WEST 40TH STREET  
NEW YORK

February 27, 1935.

National Civil Service Reform League,  
521 Fifth Avenue,  
New York, N. Y.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League, for the year January 1, 1934 to December 31, 1934, and append a summarized statement of the cash receipts and disbursements for that period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in bank at December 31, 1934, was verified by means of a certificate obtained directly from the Fifth Avenue Bank of New York. The cash on hand on December 31, 1934 was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Reserve Fund of your League, was reduced by \$4,000.00 from \$6,000.00 to \$2,000.00. Of this amount, \$1,500.00 was used to liquidate the indebtedness of \$1,500.00 incurred in 1933 by a loan from the Fifth Avenue Bank of New York. An amount of \$2,450.00 was transferred to the General Funds of the League, and \$50.00 represents a loss on the sale of \$1,000.00 4% New York City Bond.

In connection with your Reserve Fund of \$2,000.00, I obtained a certificate from the Fifth Avenue Bank of New York, stating that they held as of December 31, 1934, as a Special Deposit, in the name of the National Civil Service Reform League, \$1,000.00 in New York City 4% Bond of 1957. The remaining \$1,000.00 is represented by cash in the Fifth Avenue Bank of New York.

Respectfully submitted,

HENRY R. YANOW  
*Certified Public Accountant*

# **NATIONAL CIVIL SERVICE REFORM LEAGUE**

## **Summarized Statement of Cash Receipts & Disbursements for the Year Ending December 31, 1934**

### **BALANCE—JANUARY 1, 1934**

Cash in Bank and On Hand..... \$ 689.50

### ***Receipts:***

Subscriptions .....	\$4,693.00	
Regular Membership Dues .....	445.00	
Associate Membership Dues.....	90.00	
Subscription to Good Government —		
N. Y. C. S. R. A. ....	250.00	
Other Good Government Subscriptions	52.74	
Interest & Discount .....	133.89	
Sundry Income .....	265.89	
		<u>5,930.52</u>
		<b>\$6,620.02</b>

### ***Disbursements:***

Salaries .....	\$6,600.00	
Rent .....	1,065.31	
Office and General Expense.....	141.21	
Printing & Stationery .....	340.13	
Traveling Expenses .....	125.59	
Telephone .....	152.19	
Clippings .....	165.75	
Good Government Expense .....	207.65	
Postage .....	121.83	
Interest & Discount .....	29.88	
		<u>8,949.49</u>
Excess of Disbursements over Receipts		<b>\$2,329.47</b>
Transfer from Special Reserve Fund		<u>2,450.00</u>

### **BALANCE—AS AT—DECEMBER 31, 1934**

Cash in Bank and on Hand..... \$ 120.53

### **TOTAL FUNDS**

General Fund—as above..... \$ 120.53

### **SPECIAL RESERVE FUND:**

New York City 4% Bond 1957....	1,000.00	
Cash in Fifth Ave. Bank of N. Y...	1,000.00	
		<u>\$2,120.53</u>

## NATIONAL CIVIL SERVICE REFORM LEAGUE

### Members of the Council

1935

#### CALIFORNIA

##### *Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Frank M. Stewart  
Marshall Stimson

##### *Pasadena*

Seward C. Simons

#### COLORADO

##### *Denver*

Wm. W. Grant, Jr.

#### CONNECTICUT

##### *New Haven*

Jerome Davis  
Robert C. Deming  
Henry W. Farnam, Jr.  
Charles G. Morris

##### *Naugatuck*

Harris Whittemore, Jr.

##### *Ridgefield*

Seth Low Pierrepont

##### *Waterbury*

Chase Kimball

#### DISTRICT OF COLUMBIA

##### *Washington*

Richard M. Boeckel  
John T. Doyle  
John Joy Edson  
Miss Harlean James  
Lewis Meriam  
Newbold Noyes  
Oliver C. Short

#### ILLINOIS

##### *Aurora*

Mrs. John T. Mason

##### *Chicago*

Miss Grace Abbott

Henry W. Austin

Ralph Budd

Samuel Dauchy

Geo. C. S. Benson

E. O. Griffenhagen

Henry P. Chandler

Morton D. Hull

A. R. Hatton

Wm. B. Moulton

Mrs. Murry Nelson

Henry F. Tenney

#### KANSAS

##### *Emporia*

Wm. Allen White

#### MARYLAND

##### *Baltimore*

Walter H. Buck

Mrs. B. W. Corkran

Mrs. Albert Sioussat

Mrs. G. H. Williams

#### MASSACHUSETTS

##### *Boston*

Howard R. Guild

Wm. V. Kellen

Joseph Lee

Miss Marian C. Nichols

Wm. W. Vaughan

##### *Cambridge*

Charles W. Eliot, 2nd

Morris B. Lambie

Miss Mabel Lyman

#### MICHIGAN

##### *Detroit*

Lent D. Upson

#### MINNESOTA

##### *Minneapolis*

L. C. Coffman

Miss Marguerite M. Wells  
NEW HAMPSHIRE

*Hanover*  
Herman Feldman

NEW JERSEY

*Nutley*  
Mrs. Gilbert R. Livingston

*New Brunswick*  
Robert Wood Johnson

*Princeton*  
Harold W. Dodds  
NEW YORK

*Buffalo*  
Joseph G. Dudley  
Miss Sarah L. Truscott

*New York City*  
Alfred L. Aiken  
Robert W. Belcher  
Roscoe C. E. Brown  
Charles Burlingham  
Charles C. Burlingham  
John K. Clark

Frank H. Davis  
Edgar Dawson  
Albert de Roode  
Samuel H. Fisher  
Jerome D. Greene  
Sidney P. Henshaw  
Theodore Hetzler  
Henry T. Hunt  
Nicholas Kelley  
Harry W. Marsh  
Samuel H. Ordway  
Roy V. Peel  
Arthur W. Procter  
Theodore Roosevelt  
Harold Phelps Stokes  
Richard Welling  
Roger H. Williams

NORTH CAROLINA

*Chapel Hill*  
Paul W. Wager

OHIO

*Cincinnati*  
Murray Seasongood  
Murray Shoemaker

*Cleveland*  
Mayo Fesler  
James R. Garfield

PENNSYLVANIA

*Philadelphia*  
Wm. C. Beyer  
Miss Gertrude Ely  
Albert Smith Faught  
Daniel R. Goodwin  
Clarence L. Harper  
W. W. Montgomery, Jr.  
Lewis H. Van Dusen  
Herbert Welsh  
Clinton Rogers Woodruff

*Pittsburgh*  
Mrs. John O. Miller  
Maurice R. Scharff

*Reading*  
Mrs. Isaac Hiester  
*Swarthmore*  
Louis N. Robinson

*York*  
Henry C. Niles  
VIRGINIA

*Winchester*  
Harry Flood Byrd

WASHINGTON

*Spokane*  
Wm. H. Cowles  
WISCONSIN

*Madison*  
Lloyd K. Garrison  
Wm. Gorham Rice, Jr.

WYOMING

*Cheyenne*  
Wm. C. Deming

**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

#### ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to

the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed

suspension or amendment having been given with the notice of meeting.

#### BY-LAWS.

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

- (1) A Committee on Finance, to consist of not less than nine members.



(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.





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**National Civil Service Reform League**

**Proceedings**

**Fifty-Second Annual Meeting**

**New York City**

**May 25th, 1934**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1934**



**National Civil Service Reform League**

# **Proceedings**

**Fifty-Second Annual Meeting**

**New York City**

**May 25th, 1934**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1934**

**“Entirely non-partisan; unceasingly active in the taxpayer’s interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans’ Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the Civil Service Reform League shouldered a load that should be shared by all voters and taxpayers of every political faith.”**

**—George W. Wickersham.**

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## NATIONAL CIVIL SERVICE REFORM LEAGUE

Organized 1881

The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan and George McAneny.

### OFFICERS

*President, George McAneny*

#### Vice-Presidents

James R. Angell	William Browne Hale
Newton D. Baker	Ogden H. Hammond
Sir Robert L. Borden	A. Lawrence Lowell
Wm. Cabell Bruce	Franklin MacVeagh
Robert Catherwood	Nelson S. Spencer
Charles G. Dawes	Russell Whitman
Wm. Dudley Foulke	George W. Wickersham

Ogden H. Hammond, *Treasurer*

H. Eliot Kaplan, *Secretary*

521 Fifth Avenue, New York

Telephone, MOhawk 4-2493

**PROCEEDINGS**  
**Fifty-second Annual Meeting of the**  
**NATIONAL CIVIL SERVICE REFORM LEAGUE**  
**May 25, 1934**

The fifty-second annual meeting of the National Civil Service Reform League was held at the City Club, 55 West 44th Street, New York City, on Friday, May 25th, at 7 p.m. Hon. George McAneny, President of the League, presided.

Mrs. Lucille Foster McMillin and Hon. Harry B. Mitchell, members of the U. S. Civil Service Commission, and Mr. Ballard H. Clemmons, Secretary of the Second Civil Service District, were the guests of the League.

The Treasurer's statement for the year ending December 31, 1933, showing a balance on hand at that date of \$689.50, was received and ordered placed on file.

Upon motion, the report of the Council of the League was unanimously adopted.

Upon motion, the following resolution was unanimously adopted:

The League commends Senator George W. Norris of Nebraska for his gallant battle, in the face of overwhelming opposition, to prevent partisan considerations from dominating appointments to the Home Owners' Loan Corporation. His efforts to apply the competitive principle of selection to the agencies sought to be exempted from the civil service law by Congress, are what would be expected

from the support he has given the merit system during his long public career.

Mr. Marsh submitted the report of the Nominations Committee for the election of President, Vice-Presidents and members of the Council. Upon motion, the report was accepted and the persons nominated were unanimously elected.

The President of the League spoke briefly on the work of the League during the past year.

Mr. Mitchell and Mrs. McMillin spoke on the activities and problems of the Civil Service Commission.

Upon motion, the meeting adjourned.

**NATIONAL CIVIL SERVICE REFORM LEAGUE**  
**Report of the Council**  
**1934**

Fifty-three years have passed since the adoption of the first civil service law, yet the spoils system is still a major problem in all our governments. As new public agencies are created to undertake new services, and as government is called upon to conduct relief work on an unprecedented scale, the demand becomes clamorous that the thousands of new positions thus created be available as rewards for party service.

With the change of governments in states and cities, as well as in Washington, which occurred in 1932, officials have been overburdened with demands for places on the public payroll—demands intensified and multiplied by failure of employment opportunities in private industry.

One encouraging factor has been the awakening which this very situation has brought to a public hitherto all too tolerant of swollen budgets and padded payrolls. With diminished incomes, lowered wages, higher taxes and an increasing army of public servants, it is gradually being brought home to taxpayers that the patronage system is a costly luxury and that the rigid application of the merit system would result in smaller payrolls, higher standards of service, increased efficiency and improved morale.

The fundamental need is to divorce government administration from partisan politics, so that it may offer a career which will attract men and women

of high calibre, ambition and vision, who can advance on merit alone to the highest posts in the service of the public.

### **The Roosevelt Administration**

The Democratic party came into power in 1933 pledged to a 25 percent reduction in the federal budget, a reduction which common opinion believed would be effected in large part through cutting down supposedly overstaffed government departments. It also came into power after twelve years' absence from the luscious plums of federal patronage, with a following which the dearth of opportunities in private enterprise had made even more than commonly avid for the reward of victory—government jobs. Thus at the outset the party leaders were faced with the dilemma of redeeming platform pledges of governmental economy, while at the same time satisfying the thousands of partisans who expected to receive a substantial reward for campaign services.

Conflict of these two incompatibles has done serious damage to the merit system in the civil service. Ordinary government services have been cut, and employees in the departments furloughed, laid off or dismissed. Spoils raids have been made in the guise of economy, and pay cuts, payless furloughs, lay-offs and the loss of the security once believed to be a perquisite of public employment have left the morale of the rank and file at low ebb. Yet at the same time a score of new agencies have been created and have employed without regard to the civil service law nearly 60,000 persons at an annual cost of over \$75,000,000.

When President Roosevelt took office in March, 1933, there were 566,986 persons on the civilian payroll of the federal government. One year later there were 623,559. Those who hoped for an early reduction in the cost of government and a decline in the number of employes have been disappointed. The growing complexity of government leads us, willingly or unwillingly, toward bureaucracy. If we must have bureaucracy we should, nevertheless, see to it that the bureaucratic machinery is as well geared and smoothly functioning as possible and that it is based solely on capacity and efficiency rather than that it be extravagant, blundering machinery motivated by the waste, favoritism and inefficiency of the spoils system. The word "bureaucracy" has a menacing sound to American ears. But it is far more of a menace if the bureaucracy is to be administered through haphazard, hit-or-miss political systems,—the old belief that one man can do the government's work as well as the next, so let's make a clean sweep after every election!

Government is being called on to undertake the solution of nearly every economic, industrial and social problem. Long-range plans, with the most far-reaching objectives, are being laid. The administration of these plans, the supervision of great industries, the regulation of social habits, the investigation of private business, is being intrusted very largely to politically appointed, political-minded subordinates, who have never been required to demonstrate their fitness for such responsibility.

The tremendous responsibilities which the New Deal has placed upon government are too heavy for the handling of such amateurs, whose greatest qual-

ification is that they were "for Roosevelt before Chicago." A high-ranking official's recent dictum that "Democrats can ride horses as well as Republicans" is beside the point in this technical age. As government functions broaden, our health, happiness and prosperity become increasingly dependent on the intelligence and expertness of government administrators, from the highest to the lowest rank.

### **The Congress**

There has been no New Deal in the partisanship of our legislators. It is not by chance that the phrase "may appoint without regard to the provisions of the civil service law" has been included in practically every bill passed to carry out the policies of the Roosevelt administration. Such protests as have been made have fallen on ears better attuned to the desirability of satisfying job-hungry constituents than that of improving federal personnel standards. Representative Blanton of Texas makes this statesmanlike pronouncement: "If I had my way about it, I would turn out of office this very minute every single Republican officeholder from the top to the bottom. I would replace them all with good Democrats." His opinion seems to be shared by the majority who have expressed an opinion other than by a vote for the exemption clause. The Congressman was not unique who hailed a certain administration bill as desirable because it afforded jobs for so many hard-pressed Democrats, and who replied to a reminder that "This is not an unemployment bill," with the remark, "If we can use it as one, so much the better." In the House on April 5th, the Republican Representative Fish of New York announced (amid applause, it is record-

ed), "As a general proposition I believe in the spoils system." On the Republican side today, as on the Democratic side prior to last year, a vote for the merit system may usually be attributed to the desire of the "outs" to embarrass the "ins".

Public attention has recently been called to the insistence of Congress on injecting patronage considerations into the bill guaranteeing the loans of the Home Owners' Loan Corporation, largely because of the single-handed fight of Senator Norris to outlaw politics from the Corporation. Little notice has been given to the exemptions from the civil service law in such measures as the Wagner Labor Disputes Act, the National Securities Exchange Act, and the bill to stabilize the cotton industry, nor, indeed to two bills which strike at the very heart of the merit system.

One of these, now pending in the Senate, provides not only that the civil service law shall not apply to positions covered into the classified civil service by executive order since March 4, 1929, but also that hereafter no position or employe may be covered in unless Congress shall specifically so designate. This latter provision would make practically impossible the extension of the classified civil service, since in the entire period of fifty-one years since the passage of the civil service law only about 5,000 positions have been included by Act of Congress. The extension of the classified service has been effected primarily by executive orders of the Presidents, all with the exception of McKinley having made substantial contributions. On the other hand, Congress has been the principal hindrance to extension of the merit system, making most of the exemptions of large blocks of positions (such as we have witnessed in



connection with the recovery legislation) in important bills.

In the summer of 1933, the Senate passed a bill, providing that in future all positions in the federal civil service with salaries of \$5,000 or over may be filled only by the President after confirmation by the Senate. This measure, now in the hands of the House Judiciary Committee, is one of the most vicious since the notorious tenure of office act of 1820. It would throw into the political arena the positions of those employes with the longest record of service and the highest degree of responsibility, and would undoubtedly curb the promotions of worthy employes. It would nullify all the efforts which have been made to create for ambitious, qualified employes a career in the government service, by making promotion dependent upon political acceptability rather than upon attainments and experience.

### **The Home Owners' Loan Corporation**

The history of the Norris amendment to the bill guaranteeing the bonds of the Home Owners' Loan Corporation is important both because the Corporation is one of the greatest business enterprises in the country, and because it drew the frank admission of the majority in Congress that it had no desire to keep politics out of the government's business undertakings.

From its inception, the Home Owners' Loan Corporation was known to provide a politician's happy hunting ground. Under the chairmanship of "Steamboat Bill" Stevenson, ex-Congressman from South Carolina, its organization was frankly based on political principles. Its payroll became a dole

to political henchmen who could not be "taken care of" in more discriminating bureaus. After three months of Stevenson's management, when criticisms of nepotism, politics and dilatoriness had become clamorous, the President asked for his resignation and appointed in his place John F. Fahey, Massachusetts business man and member of the finance and bond committee of the Corporation.

Soon after Fahey's appointment seven state managers resigned and other changes in the field force of 15,000 were found necessary, but conditions remained far from satisfactory. In Illinois up to the middle of March only 1,048 loans had been closed by 422 employes out of 63,877 applications; in New York out of 68,172 applications 3,118 loans were closed by 760 employes. In California employes were required to donate 5% of their salaries to the Democratic campaign fund; the Senator from Louisiana charges that in that State corporations have been formed to purchase building and loan association stock for from 30 to 50 cents on the dollar, obtain loans from the Home Owners' Loan Corporation officials at the full value of the mortgages and pocket the difference.

When the bill to guarantee both interest and principal of two billion dollars' worth of Corporation bonds came before the Senate in March. Senator Norris of Nebraska offered the same amendment which he had succeeded in incorporating into the act creating the Tennessee Valley Authority:

In appointment of agents and in selection of employes for said corporation, and in the

promotion of agents or employes, no partisan political test or qualification shall be permitted or given consideration, but all agents and employes shall be appointed, employed, or promoted solely upon the basis of merit and efficiency.

It was adopted by the Senate by a vote of first, 40 to 35, and upon reconsideration by 35 to 34. In the House, it was stricken out by the Committee on Banking and Currency. In the meantime, the President and Chairman Fahey had announced their desire to have the Norris amendment incorporated in the bill. Nevertheless, the members of the House, by a vote of 229 to 114, refused to instruct their conferees to consent to its reinstatement, and the Senate conferees made no effort for its retention.

When the conference report came before the Senate for approval, Senator Norris again pleaded for the adoption of his amendment as fundamental, saying:

"I wish every man and woman, regardless of politics, might realize that the federal government is confronted with a business proposition, the proposition of using taxpayers' money to save the homes of millions of our poor, and that politics never ought to enter into the appointment of anyone in connection with that activity."

Nevertheless, the views of those whom Senator Norris vainly besought to be "statesmen instead of job hunters," were clearly in the majority, led by Senator Neely of West Virginia, who declared that

"a vote in favor of the Norris amendment will be in defiance of the nationwide verdict of 1932." On a record vote, the amendment was beaten by 40 to 30, only five Democrats standing with the President, Mr. Fahey and Senator Norris.

The difficulties and scandals of the Home Owners' Loan Corporation would undoubtedly be repeated in other emergency organizations, were it not for such Cabinet officials as Secretaries Ickes, Wallace and Perkins, who have sought to maintain the principle of the merit system in their departments. Even the amendment which Senator Norris inserted in the Tennessee Valley Authority bill, and vainly sought to duplicate for the Home Owners' Loan Corporation, owes its efficacy to the strict observance given it by Dr. Arthur W. Morgan and his associate directors of the Authority.

### **The President**

In 1920, when Franklin D. Roosevelt was Assistant Secretary of the Navy, he told the Harvard Union:

"I think that everybody who has studied the question is in favor of the civil service. At least the civil service, started by President Cleveland, has taken away the old system of party spoils. Every government position is allotted after a civil service examination, and on the whole it works excellently."

A few years later, as a private citizen, he suggested to the National Civil Service Reform League

that the League should seek for a means of eliminating the attempts made year after year to disregard or circumvent the civil service law. He wrote:

"I am confident that the great majority of voters of all parties would oppose a return to the spoils system in the same way that I am convinced that the voters are sick and tired of the constant recurrence of these purely political attacks, and that they would welcome any program to eliminate them. I should like to see one of the great parties come forward with a challenge to the other party offering to enter into a compact to uphold and maintain the civil service; to recognize that while a few positions at the top—policy making positions, must, of necessity, be filled by party men, the overwhelming majority of government employes should be something more than party workers; that they would consistently strive so as to conduct the national civil service commission that party politics would in no way enter into either the original appointments or into promotions or demotions of those in the service. As a matter of practical fact, a very few years of an agreement of this sort would find the civil service employes of the United States representative of all parties in an entirely fair manner; it would relieve them of the necessity which unfortunately so many of them now labor under, of having to be political sycophants with every change of administration; and it would raise the whole efficiency level of the government service. . . . Such a chal-

lenge by one party to the other might for the moment fall on deaf ears, but public opinion would in the end force its acceptance. It is time to do more than stand by; it is time for constructive action to secure improved conditions.

In August, 1933, he wrote the League: "The merit system in civil service is in no danger at my hands; but on the contrary, I hope that it will be extended and improved during my term as president."

Recent actions of the President, notably his support of Senator Norris's effort to release the Home Owners' Loan Corporation from partisanship and his excellent appointment of Dr. Leonard D. White as U. S. Civil Service Commissioner, encourage a belief that the President has the merit system at heart. This belief would be inestimably encouraged if he would courageously use the power he has to cover into the competitive service the 5,000-odd positions (exclusive of presidential postmasterships) now filled on political recommendation. Such action would not only raise the standard of federal administration and set a much-needed example to the legislative branch of the government, but would encourage those public-spirited citizens and officials in the states who are waging an uphill fight for the substitution of the merit system for the unfair, uneconomical and essentially dishonest patronage system in state and local government. The spoils system is the continuation of the lord and his vassals into the domain of popular government.

### **Presidential Postmasters**

On July 12, 1933, the President issued an executive order making certain changes in the system of

examinations for presidential postmasters, which was at first widely heralded as a great forward step toward non-political administration of the Post Office Department. Analyzed, however, it was seen to be just the opposite. It specifically makes the present postmaster whose term of office has expired and his subordinates in the competitive classified service ineligible for examination; and it permits the Postmaster General to disqualify anyone on the eligible list for any reason, not, as formerly, for residence or character alone.

Full advantage seems to have been taken of the latitude which this order gives to make changes which may be considered desirable for partisan reasons.

It has unfortunately become traditional in this country that the Post Office Department, instead of being administered like the great business institution which it is, shall be actually used as a vast political machine. Postmaster General Farley has not departed from the tradition. As in similar circumstances at the beginning of the Harding Administration, postmasters of long service, risen from the ranks, have been dismissed or demoted to subordinate positions at the end of their terms, or have been removed on unsubstantial charges if their terms had several years to run. The law permitting appointment of acting postmasters — intended for emergencies—has been used to make temporary appointments as political favors when no emergencies existed. Competition from outsiders has been stifled by public announcements that so-and-so would be appointed postmaster at X, "when examination by

the Civil Service Commission has been completed." In a western city a young Congressman announced that he proposed to name as postmaster his private secretary because he wanted to reward a man who had been useful to him.

The past year has proved all that the League said of the President's order in July, 1933. The examination system now conducted for these postmasters is a sham—a mere cloak for the spoils system. It is a disgrace to the Roosevelt administration and a serious liability to the U. S. Civil Service Commission. Try as it will, the Commission can never make such a system represent the merit principle. The President should without delay do one of two things,—either modify the order so that the examinations are free and open, giving equal opportunity for the incumbent postmaster to compete with all others, and requiring appointment of the person standing highest on the resulting eligible list; or repeal the order and frankly return to selecting postmasters on an undisguised spoils basis, thus relieving the Civil Service Commission of the odious and useless task that has been put upon it.

The Postmaster General is said to be a man with two great interests—the success of the Democratic party and the efficiency of the Post Office Department. It is perhaps only to be expected that the latter should become inextricably entangled with the former. It is, of course, the rule rather than the exception for a Postmaster General to believe that loyalty to all the policies of the dominant party are prerequisite to proper supervision of the local mail services; but it seems strange that Mr. Farley has



not been struck by the possible connection between the annual deficit which gives him so much concern and the use of 5,000 first and second class postmasterships, carrying salaries of from \$2,400 to \$12,000, as political rewards.

When he issued his executive order in July, 1933, President Roosevelt asked the Postmaster General to prepare legislation to place in the competitive classified civil service all first, second and third class postmasters. Although several bills for this purpose have been introduced in the present Congressional session, no action on them has been taken, and the Postmaster General has publicly taken no steps to carry out the President's instructions.

Such legislation has been advocated for many years by the U. S. Civil Service Commission, by the National Civil Service Reform League, and by employes' organizations. If the drafting of such a bill is to be left to Postmaster General Farley, the following suggestion from the editor of a leading newspaper in a large Southern city may be expected to be followed:

"The Democratic administration needs a little time to get the service properly manned, and it will be able to manage very well under the old rules, but if ever there should seem to be a chance of the Republicans coming back, the department should be put under protection of the classified service forthwith."

## **The U. S. Civil Service Commission**

George R. Wales, who died in September, 1933, while a member of the U. S. Civil Service Commission, had had a long and unusually interesting career in unbuilding the merit system. He entered the service of the Civil Service Commission as an examiner in 1894. He was appointed Chief Examiner by President Theodore Roosevelt in 1908, and filled that office until 1919, when by appointment of President Wilson he became Commissioner.

By experience, ability and personality he was remarkably well fitted for his post. His contribution to the work of building up the federal civil service system can hardly be overestimated.

As successor to Mr. Wales, the President has appointed Dr. Leonard D. White of Chicago.

President Roosevelt cannot be commended too highly for his choice of Dr. White for this important post. Formerly professor of public administration at the University of Chicago, member of the Chicago Civil Service Commission, author of numerous works on public administration in this and European countries, Dr. White is one of the outstanding authorities in his field. He brings to the Commission not only technical familiarity with civil service procedure, but a broad background of information on governmental problems and sympathy with the viewpoints both of the public employe and the taxpayer.

For several years the Civil Service Commission and the League have recommended that, for the sake

of expedition and economy, the Commission be given entire administration of the civil service retirement act, the financial transactions of which have been conducted by the Veterans' Administration. On April 7th, the President by executive order transferred to the Commission all functions vested in the Veterans' Administration pertaining to the operation of the retirement act.

### **The Civil Service Throughout the Country**

It is unquestionable that the civil service has suffered from the economy hysteria which has been sweeping the country during the last four years and which is now only beginning to diminish. In all too many localities, essential services and necessary employes have been dropped, while political exigency has resulted in retaining overlapping departments, duplication of governments, and officials who were politically, but not economically, valuable.

On the other hand, these very circumstances have to some extent aroused interest in government processes and personnel in quarters where no such interest had hitherto been manifested. In many cities citizens' groups have awakened to the fact that a good civil service law is a bulwark to the efficient employe, the honest official and the burdened taxpayer alike.

Very few legislatures were in session this year. A civil service bill was introduced in South Carolina, but was defeated in the lower house. The League has been called upon for assistance in drafting state laws for Arizona, Florida, North Dakota, Washington and Wyoming.

Although Pennsylvania has no state civil service law, a pseudo-civil service system has been set up to have jurisdiction over employes to administer the state liquor laws.

The people of Colorado will vote next November on a new constitutional amendment, making certain fundamental changes in the civil service law. The present amendment has for some time been under fire from various quarters, and the new amendment is a compromise between the recommendations of the legislature and those of a special committee appointed by the Governor to investigate the reasons for the dissatisfaction and suggest changes.

The state employes of California are working for adoption of an amendment to embody the principles of the civil service law in their state constitution.

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During the past year the League has suffered the loss by death of one of the members of its Executive Committee, Hon. Samuel H. Ordway, who was also President of the Civil Service Reform Association of New York, and of four members of its Council—Mrs. Imogen B. Oakley of Philadelphia, Elbridge L. Adams of New York City, Prof. Henry W. Farnam of New Haven, and Dr. George C. F. Williams of Hartford, Conn.

To the work of the League, these members brought the same devotion and distinction which marked their records of public service in their respective cities. Their support of the cause of the merit system and of good government affords to those who served with them as officers and members of the Council an example of the highest standard of citizenship.

HENRY R. YANOW  
*Certified Public Accountant*  
363 SEVENTH AVENUE  
NEW YORK  
Lackawanna 4-7824

February 3, 1934.

National Civil Service Reform League.

521 Fifth Avenue,  
New York, N. Y.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League for the year January 1, 1933 to December 31, 1933, and append a summarized statement of the cash receipts and disbursements for that period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in bank at December 31, 1933, was verified by means of a certificate obtained directly from the Fifth Avenue Bank of New York. The cash on hand on December 31, 1933, was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Reserve Fund of your League was reduced from \$7,000.00 to \$6,000.00 by a transfer of \$1,000.00 to the General Funds of the League.

In connection with your Reserve Fund of \$6,000.00, I obtained a certificate from the Fifth Avenue Bank of New York, stating that they held as of December 31, 1933, as a Special Deposit, in the name of the National Civil Service Reform League, \$1,000.00 in New York City 4% Bonds of 1957. In addition they are holding \$5,000.00 in New York City Bonds (4%) due in 1957, as security for the indebtedness of the National Civil Service Reform League to the Fifth Avenue Bank of New York, amounting to \$1,500.00 and due April 11, 1934.

It should be noted that the cash receipts for the year January 1, 1933 to December 31, 1933, included the amount of \$240.00 for 1932 coupon interest on the New York City Bonds commented upon in my report for the year 1932.

Respectfully submitted,

HENRY R. YANOW

*Certified Public Accountant.*

## NATIONAL CIVIL SERVICE REFORM LEAGUE

### Summarized Statement of Cash Receipts & Disbursements For the Year Ending December 31, 1933

**BALANCE—JANUARY 1, 1933**

Cash in Bank and on Hand.....	\$ 686.15
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**RECEIPTS:**

Subscriptions .....	\$5,172.50
Regular Membership Dues.....	245.00
Associate Membership Dues.....	50.00
Massachusetts Women's Auxiliary...	100.00
Subscription to Good Government— N. Y. C. S. R. A. ....	250.00
Other Good Government Subscriptions	36.14
Interest & Discount (includes 1932 coupons) .....	480.00
	6,333.64

**\$7,019.79**

**DISBURSEMENTS:**

Salaries .....	\$6,600.00
Rent .....	840.00
Office and General Expenses.....	253.58
Printing and Stationery.....	258.32
Traveling Expenses.....	164.59
Telephone .....	189.26
Clippings .....	130.60
Good Government Expense .....	242.89
Postage .....	131.22
Interest and Discount .....	19.83
	8,830.29

EXCESS OF DISBURSEMENTS OVER RECEIPTS.....	\$1,810.50
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TRANSFER FROM SPECIAL RESERVE FUND.....	1,000.00
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EXCESS OF DISBURSEMENTS OVER INCOME—AFTER TRANSFER FROM SPECIAL RESERVE FUND.....	\$ 810.50
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LOAN — DUE APRIL 11, 1934 TO FIFTH AVE. BANK OF NEW YORK .....	1,500.00
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**BALANCE—AS AT—DECEMBER 31, 1933**

CASH IN BANK AND ON HAND .....	\$ 689.50
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**TOTAL FUNDS**

General Fund—as above.....	\$ 689.50
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**SPECIAL RESERVE FUND**

New York City 4% Bonds, 1957.....	6,000.00
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TOTAL FUNDS .....	\$6,689.50
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## NATIONAL CIVIL SERVICE REFORM LEAGUE

### Members of the Council

1934

#### CALIFORNIA

##### *Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Frank M. Stewart  
Marshall Stimson

##### *Pasadena*

Seward C. Simons

##### *Ventura*

David J. Reese

#### COLORADO

##### *Denver*

Wm. W. Grant, Jr.

#### CONNECTICUT

##### *New Haven*

Jerome Davis  
Robert C. Deming  
Henry W. Farnam, Jr.  
Charles G. Morris

##### *Naugatuck*

Harris Whittemore, Jr.

##### *Ridgefield*

Seth Low Pierrepont

##### *Waterbury*

Chase Kimball

#### DISTRICT OF COLUMBIA

##### *Washington*

Richard M. Boeckel  
John T. Doyle  
John Joy Edson  
Miss Harlean James  
Lewis Meriam

#### ILLINOIS

##### *Aurora*

Mrs. John T. Mason

##### *Chicago*

Henry W. Austin  
Samuel Dauchy  
E. O. Griffenhagen  
Wm. B. Moulton

Mrs. Murry Nelson

Henry F. Tenney

#### KANSAS

##### *Emporia*

Wm. Allen White

#### MARYLAND

##### *Baltimore*

Walter H. Buck

Mrs. B. W. Corkran

Oliver C. Short

Mrs. Albert Sioussat

Mrs. G. Huntington Williams

#### MASSACHUSETTS

##### *Boston*

Mrs. Francis C. Barlow

Howard R. Guild

Wm. V. Kellen

Joseph Lee

Miss Marian C. Nichols

Wm. W. Vaughan

##### *Cambridge*

Charles W. Eliot, 2nd

George C. S. Benson

#### MICHIGAN

##### *Detroit*

Lent D. Upson

#### MINNESOTA

##### *Minneapolis*

Morris B. Lambie

#### NEW HAMPSHIRE

##### *Hanover*

Herman Feldman

#### NEW JERSEY

##### *Nutley*

Mrs. Gilbert R. Livingston

##### *New Brunswick*

Robert Wood Johnson

##### *Princeton*

Harold W. Dodds

NEW YORK

*Buffalo*

Miss Sarah L. Truscott  
Henry W. Sprague, Jr.

*New York City*

Alfred L. Aiken  
Robert W. Belcher  
Roscoe C. E. Brown  
Charles Burlingham  
Charles C. Burlingham  
John K. Clark  
Frank H. Davis  
Edgar Dawson  
Albert de Roope  
Samuel H. Fisher  
Jerome D. Greene  
Sidney P. Henshaw  
Theodore Hetzler  
Henry T. Hunt  
Nicholas Kelley  
Harry W. Marsh  
Samuel H. Ordway  
Roy V. Peel  
Arthur W. Procter  
Harold Phelps Stokes  
Richard Welling  
Roger H. Williams

NORTH CAROLINA

*Chapel Hill*

Paul W. Wager

OHIO

*Cincinnati*

Murray Seasongood  
Murray Shoemaker  
Charles P. Taft, 2d

*Cleveland*

Mayo Fesler  
James R. Garfield

PENNSYLVANIA

*Philadelphia*

Wm. C. Beyer  
Miss Gertrude Ely  
Albert Smith Faught  
Daniel R. Goodwin  
Clarence L. Harper  
W. W. Montgomery, Jr.  
Lewis H. Van Dusen  
Herbert Welsh  
Clinton Rogers Woodruff

*Pittsburgh*

Maurice R. Scharff

*Reading*

Mrs. Isaac Hiester

*Swarthmore*

Louis N. Robinson

*York*

Henry C. Niles

VIRGINIA

*Winchester*

Harry Flood Byrd

WISCONSIN

*Madison*

Lloyd K. Garrison  
Wm. Gorham Rice, Jr.

WYOMING

*Cheyenne*

Wm. C. Deming



**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

## ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote. which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

## ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

## ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to

the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed

suspension or amendment having been given with the notice of meeting.

#### BY-LAWS.

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

- (1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.





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**National Civil Service Reform League**

# **Proceedings**

**Fifty-First Annual Meeting**

**New York City**

**June 15th, 1933**

**National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1933**





**National Civil Service Reform League**

**Proceedings**

**Fifty-First Annual Meeting**

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521 Fifth Avenue  
New York City  
1933**

**“Entirely non-partisan; unceasingly active in the taxpayer's interest; promoting the extension of the merit system to cover all Post Office and Internal Revenue employes; securing laws for greater efficiency in the Foreign Service; helping to bring about the clean-up in the Veterans' Bureau; watching and working for the promotion of all that makes for genuine economy in Government; the Civil Service Reform League shouldered a load that should be shared by all voters and taxpayers of every political faith.”**

**—George W. Wickersham.**

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## NATIONAL CIVIL SERVICE REFORM LEAGUE

Organized 1881

The National Civil Service Reform League was organized in 1881, with George William Curtis as its first President. Since then the Presidents have been, in succession, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry Dana, William Dudley Foulke, Robert Catherwood, Thomas W. Swan and George McAneny.

### OFFICERS

*President, George McAneny*

#### Vice-Presidents

James R. Angell	William Browne Hale
Newton D. Baker	Ogden H. Hammond
Sir Robert L. Borden	A. Lawrence Lowell
Wm. Cabell Bruce	Franklin MacVeagh
Robert Catherwood	Nelson S. Spencer
Charles G. Dawes	Russell Whitman
Wm. Dudley Foulke	George W. Wickersham

Ogden H. Hammond, *Treasurer*

H. Eliot Kaplan, *Secretary*

521 Fifth Avenue, New York

Telephone, MOhawk 4-2493

**PROCEEDINGS—51st ANNUAL MEETING  
of the  
NATIONAL CIVIL SERVICE REFORM LEAGUE**

The fifty-first annual meeting of the National Civil Service Reform League was held at the City Club, 55 West 44th Street, New York City, on Thursday, June 15, at 7 p.m. Hon. George McAneny, president of the League, presided.

Upon motion, the report of the Council of the League was unanimously adopted.

The Treasurer's statement for the year ending December 31, 1932, showing a balance on hand at that date of \$686.15, was received and ordered placed on file.

Mr. Marsh submitted the report of the Nominations Committee for the election of President, Vice Presidents and members of the Council. Upon motion, the report was accepted and the persons nominated were unanimously elected.

Upon motion, the following resolution was adopted and the Secretary was instructed to forward it to the President of the United States and release it to the press throughout the country:

The Senate's action in approving the proposal that all positions in the federal civil service with compensation of \$5,000 or over shall be effective only upon confirmation by the Senate, is one of the most vicious spoils measures since the tenure of office act of 1820. The League urges the public to frustrate this pernicious at-

tempt to reinstate the patronage system under the pretence of inquiring into the qualifications of candidates for higher federal offices. It would not be possible for the Senate intelligently to inform themselves on the qualifications of the thousands of persons recommended for executive positions. Politics will inevitably rule all such appointments and promotions. This is a bald scheme to hoodwink the public in the hope of covering up political appointments. It would be better for the Senate to reduce the number of positions requiring confirmation.

The Council discussed the large number of exemptions in recent emergency legislation enacted by Congress, and the policy of the League in connection therewith. Upon motion, the Secretary was directed to telegraph President Roosevelt requesting that he disapprove the Independent Offices Appropriation Bill on the ground that it included an indeterminate number of exemptions from the provisions of the civil service act.

Mr. Faught reported on the work of the Pennsylvania Civil Service Association.

Miss Nichols reported for the Massachusetts Civil Service Reform Association and the Massachusetts Women's Auxiliary on the work of those organizations.

Upon motion, the meeting adjourned.

## **NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Annual Report of the Council**

**1933**

The administration's program for recovery from the economic morass is seriously threatened by the spoils system, which may prove an insurmountable hurdle to its success. We are passing through an ordeal which taxes to the utmost the wisdom of our law-makers, the ingenuity and judgment of our leaders and the patience of our people. The new administration in every step it takes must meet and overcome this obstacle of the spoils system. The Democratic Party after twelve lean years in the federal civil service has come back into power. It has enacted a farm relief law setting up a new agency of government with broad miscellaneous functions. It has taken over the operation of the Muscle Shoals development, whereby the United States Government has virtually entered into the public utility business; has enacted laws setting up agencies of government to supervise the issuance of new securities by private corporations; to provide federal aid for unemployment relief to states; for the regulation of loans from the R. F. C. to home owners; and to regulate industrial relations in the interest of facilitating interstate commerce and the cooperation of trade groups.

The new administration has turned its back upon the only method of safeguarding these new agencies from maladministration. Without a single exception the new agencies of government thus created have



been thrown upon to the political spoilsman to do with as he may see fit. The excuse given when objection has been made to exemption from civil service tests has been that these agencies are a part of the emergency program and that they may be temporary in character. A more specious excuse could not be devised to hoodwink the public.

It is true that to be effective the machinery of the new agencies thus created must be promptly set in motion. In the light of experience, however, it is certain that exemption from civil service requirements of the subordinates of these agencies will prove a costly mistake. Adherence to the merit system would not in the least delay the organization of the new bureaus. Indeed, existing eligible registers of the Civil Service Commission, if used, would greatly facilitate the employment program for the government. The pressure which has been and will be exerted by the members of Congress and local political leaders upon the administrative officials placed in charge of these agencies is sure to be intolerable and the officials charged with responsibility of administration will face a handicap which may well prove fatal to the success of many of the measures. In every instance these emergency measures call for highly trained and experienced employes of demonstrated fitness. Public confidence in the success of the administration of the agencies will depend in large measure on the character of the personnel.

It has been useless to appeal to the Congress to eliminate from important legislation ill-advised riders for such exceptions, although various members have made their protests against the more brazen exemptions. It has been the habit of Con-

gress whenever new boards, bureaus or commissions are created to provide for exemptions from the Civil Service Act. The record of the development of the competitive system in the Federal Government indicates plainly that far more has been accomplished toward such extension through the executive branch than through the Congress. In the past when the Congress has made special exceptions from examination to fill public places, it has often been necessary for the executive branches concerned to appeal to the Civil Service Commission for aid in recruiting competent subordinates.

Following the precedent set by Presidents Theodore Roosevelt and Woodrow Wilson, we earnestly urge President Franklin D. Roosevelt to request the administrative heads of the various agencies and bureaus established under the emergency legislation to ignore the exceptions made by act of Congress in the various recovery measures, and to seek the cooperation of the Civil Service Commission in the selection of their staffs. Only in this way will it be possible for the heads of these agencies to be relieved of the back-breaking burden of acting as political referees for the determination of the distribution of spoils. It would be tragic if the recovery program were to be wholly defeated or impeded by the clamor for spoils of office.

The burdened taxpayers cannot afford the luxury of privileged political job-holders. Let us have a dollar's worth of work for every dollar expended. New employments should be made for merit and fitness, and public officials now on the government payrolls because of political reward, and who give little or no service, should be weeded out.

The President, even if he had desired, may have been unable to prevent the enactment of the emergency measures without the exemption clauses in them. However, he has an obligation to the country in the face of the economic crisis to see to it that the appointments made to the subordinate staffs of each and every one of the emergency bureaus shall be of the best possible qualified persons.

During the half-century since the adoption of the Civil Service Law in 1883, the public service has grown tremendously through the many increasing functions undertaken by our various governments. The civil service throughout the country represents an army of more than 3,000,000 persons, and calls for an annual expenditure of over \$4,000,000,000. One in every 40 persons draws pay from the federal, state or municipal governments. This huge public payroll represents about one-fifth of the total annual budgets for all governmental activities.

It is manifest that in any program for economy in public administration one vital and fundamental consideration must be the efficiency of the government's personnel. We believe that through extension of the merit system and through rigid application of that system, with improved methods of administration, the country could save at least \$500,000,000 annually—enough to take care of all the relief resulting from disorganization of private employment.

The growth in the public service has been out of proportion to the real need. With only nine states and the federal government operating under civil service laws, there have been countless opportunities for the political organizations to create patronage.

Payrolls are padded to take care of political workers at the expense of the public treasury. Thousands of positions are mere sinecures, and have been created and continued primarily to provide a means for political leaders to pay political debts with public funds. The public service is everywhere cluttered with mediocre, incompetent, inexperienced officials and employees. The American taxpayers are giving the political organizations a subsidy of probably a half-billion dollars a year to help them maintain their organization machines through political patronage.

Not since Grover Cleveland's administration has the merit system had to face such a serious challenge to its existence as it faces now upon the late change of administration. We are witnessing an upheaval, not only in the federal service, but in most of the states where changes of administration have occurred. The demands of the spoilsmen for turning out incumbents and replacing them with their own political workers, regardless of efficiency, will ultimately lead in the future to greater waste, corruption and extravagance.

Unless the President sets an example for State executives to follow, and unless under his leadership the merit system is extended and its administration improved, there is little hope for keeping governmental expenditures within reasonable bounds.

The callousness of Congress to the popular demand for an extension of the competitive system in the public service can be attributed only to the tenacious control by the political organizations who use members of the Congress as instrumentalities

for the creation and distribution of party patronage. It is a notorious fact that the Postmaster Generalship is usually filled by the appointment of the political manager of the successful party, and that virtually all of his time is spent in acting as the patronage czar. Indeed, the political organizations in the present Congress have become so concerned over spoils that Congressional "patronage committees" have been appointed.

The Congress has an opportunity to redeem itself when it re-convenes by placing in the competitive service such positions as collectors, deputy-collectors of internal revenue, collectors and deputy-collectors of customs, as well as thousands of court positions.

### **The Civil Service Commission**

The President has appointed to the United States Civil Service Commission Harry B. Mitchell, of Montana, and Mrs. Lucille Foster McMillin of Tennessee, in place of Governor Campbell and Miss Dell. The selection of the new commissioners was dictated in large measure by political considerations and neither Mrs. McMillin nor Mr. Mitchell has had any particular experience in personnel work. They are both interested, however, in the task assigned to them and fully alive to the great responsibility devolving upon the Commission. The President has retained George B. Wales on the Commission, and for this he is to be especially commended. Mr. Wales entered the service in the Commission's office in 1892. He was made Chief Examiner in 1908 and in 1919 President Wilson appointed him Commissioner. His extended experience and devotion to the inter-

ests of the public service are invaluable to the Commission.

Although fifty years have elapsed since the enactment of the original federal civil service act, many of the essentials of a well-rounded system of personnel administration are still lacking in the federal service. No central agency for the management of the personnel is provided; the work is still divided among a number of independent agencies. Promotions within the service continue to be made on no real basis of competition for merit and fitness; nor is there any proper scrutiny by the Civil Service Commission of the payrolls of government employees. The problem of handling such matters as separations from the service, transfers within the service, and other internal problems affecting the welfare of employees has not been adequately solved, and no practical procedure therefor has been worked out. No personnel system can be considered adequate without these essential elements. They should be provided for without further delay.

In the economies which will be attempted in the Federal Service, there is great danger that the staff of the Commission will suffer unduly. There is constantly need for improving technique of testing applicants for government positions. The Commission has in the past contributed materially to the progress of the technique of examination processes through its valuable Research Division. It would be false economy to drop this work now when it may be accomplished with a minimum of expense.

## **Postmasterships**

The League has observed with growing concern the system established for the appointment of postmasters under the executive order issued by President Harding in 1921, whereby presidential postmasters are selected from among the highest three persons on eligible lists resulting from "competitive tests" conducted by the Civil Service Commission in conjunction with the Post Office Department.

The selection of one of three from the lists for postmasters inevitably invites the ill-advised practice of acting on the political recommendations of Congressmen and local political committees. The report that Postmaster General Farley will continue this "traditional practice" is a matter for great public concern, implying as it plainly does, that the present administration looks upon postmasterships as legitimate political party spoils. The operation of the present system has created an erroneous general impression that the Civil Service Commission, directed by presidential executive order to conduct tests for postmasterships, is a party to the whole discredited political process whereby the selfish aims of local political bosses are accomplished. We believe that this is far from the truth, and that generally speaking, the Commission has performed a difficult task in a creditable manner. The net result, nevertheless, has been that only the candidate for a postmastership who believes he has the backing of the local political organization, cares or dares to enter the competition. The person politically endorsed and "groomed" for the place is usually the one to get it.

It is not generally known that there are about 840 so-called service postmasters, that is, persons who have held positions in the federal classified civil service and who have been either appointed or transferred to the position of postmaster. Most of them have served as first, second or third class postmasters for over ten years. In fact, over 10% of them have been serving as postmasters since the Wilson administration. More than half have been in the federal service for over fifteen years. It is only fair that such service postmasters, who have sought to make the postal service a career, should be retained in the service, and the valuable experience gained by them retained for the public benefit. Not to recognize the long service rendered to the federal government by these postmasters, is virtually to serve notice that the Post Office Department offers no opportunity for a career to the hundreds of thousands in that branch of the federal government, regardless of length of faithful, loyal service. The mere legal fiction of a fixed term of four years for postmasters should not be made the excuse for terminating their employment, but on the contrary they should be retained during good behavior and as long as they continue efficient.

We are convinced that it would be better to have the postmasterships openly and flagrantly spoils appointments, exposed in all their hideous nakedness as they used to be, than to have them continue nominally and hypocritically ascribed to the competitive merit system and to the alleged misconduct of the Civil Service Commission.

The Congress could perform no greater public service in helping to reduce the ever-growing deficits



piled up in the Post Office Department than by including under the Civil Service Act, postmasterships of the first, second and third classes, thus ending the use of the Post Office Department as the biggest political machine in the country.

The President can further render a service to the country which will contribute greatly towards meeting the economic crisis by including in the competitive classified service some 5,000 important administrative positions exclusive of postmasterships, and for which competitive examinations are eminently practicable. These include technical and clerical positions throughout many of the regular departments of the government.

### **The Apportionment**

In the original civil service law the provision was made for apportioning appointments among the states according to population — a practice which was at the time disapproved by the League. The House of Representatives has now resolved on an investigation of the administration of the apportionment rule by the U. S. Civil Service Commission. There is a periodic hue and cry raised in Congress for the strict enforcement of this rule. The District of Columbia, under the apportionment plan, is counted as one of the states. Naturally, the District and the neighboring states of Maryland and Virginia are the largest recruiting ground for employes in the departments at Washington. Whenever a member of Congress becomes aware of the provision of the law and discovers that his state has not filled

its quota in the departmental service according to the last decennial census, a howl of protest is immediately raised. Now, when literally hordes of office-seekers are clamoring at the doors of their Representatives asking that their labors during the political campaign be recognized, the Congressmen will seize the opportunity to pin their hopes of satisfying their constituents on the apportionment law.

The last time complaint was raised against the Civil Service Commission's administration of the apportionment system was in 1928, when an investigation was conducted into the operation of the rule. The record shows conclusively that there has been no violation of the law and that the Commission has given due regard to the apportionment system. There is no need for any further investigation.

### **The Foreign Service**

The League is largely responsible for the enactment of the Rogers Act of 1924, which made possible a career in the United States Foreign Service, and through the operation of which 29 men, who have risen from the ranks, have attained posts as Minister or Ambassador.

The Foreign Service has not escaped the pressure put upon all branches of the federal government for use as a vehicle for rewarding those who contributed to the Democratic victory in the last election. An examination system set up with such care and found so successful as that for entrance to the lower ranks of the diplomatic service and to all grades of the

consular service, will undoubtedly be maintained. While the President has made a number of excellent appointments in the foreign service, a number of unfortunate changes have also been made in the higher ranks.

Diplomacy is a skilled profession, for success in which years of experience, broad education and knowledge of foreign customs and government are pre-requisite. The qualifications of the average diplomatic representative of our government who is chosen on the basis of political affiliations and background, are mediocre. In order that the career men who have found their way to the top of the diplomatic service in the past decade may not be lost to the service, and in order that the young men who hope to make the foreign service a career may not become discouraged, the League urges that all Ministers and Ambassadors who have risen to those posts by promotion shall be retained, notwithstanding the change of administration.

### **Veteran Preference**

We again call public attention to the present practice under the executive order of President Coolidge whereby war veterans are given a preference in appointments to all federal positions, regardless of their standing on any civil service eligible list.

This preference was intended for veterans disabled in actual war service who still suffer from some disability. Experience has shown, however, that it has been applied indiscriminately and un-

fairly, in that veterans with such minor ailments and physical defects as flat feet, mild chronic bronchitis, varicose veins and mild rheumatism, have been the beneficiaries of this preference, not only at the expense of non-veterans seeking employment by the federal government, but also at the expense of their non-disabled colleagues. The veterans are not only preferred for appointment, but when suspensions are necessary because of lack of work or appropriation, they must be retained, regardless of length of service or efficiency of others in the same department.

### **The Merit System Throughout The Country**

The invasion of Washington by political workers of the victorious party, eager for reward in the form of public offices, has been duplicated in the capitol of each of the many states to which November 8, 1932 brought a change in political complexion. For weeks following the election the newspapers were filled with accounts, amusingly yet discouragingly reminiscent of the eighteen-seventies, of the veritable sieges to which Governors-elect were being subjected by job-seekers. And when the new legislatures convened in January, supporters of the merit system in some of the States where civil service laws are in force found that they were faced with a battle to prevent the emasculation or nullification of those laws.

In Illinois and Wisconsin efforts have been made to repeal the State Civil Service Laws. In Illinois

the repeal bill was tabled on second reading by a vote of 21 to 9. Another bill to confine the application of the Civil Service Law to the Department of Public Welfare, fortunately was also disapproved. A bill to abolish the Wisconsin civil service system, initiated in 1905, and long considered one of the best in the country, was introduced, but was soon abandoned in favor of another measure which would destroy the substance of the system, while retaining its form. Under its provisions, the present personnel board would be abolished and superseded by a civil service commissioner, who would be practically a vassal of the Governor. He would be given authority to make rules, classify positions and fix salary ranges, and appeals against rulings of the commissioner would be reviewable only by the Governor. No better method of building up a state political machine could easily be devised than by the provisions of this bill. In spite of ceaseless opposition on the part of the press and the public-spirited citizens of Wisconsin, the Democratic organization seems to be gaining ground in its attempt to seize control of the state personnel system.

Two bills making political encroachments on the Milwaukee city and county civil service commission, by providing that members of the commission must be affiliated with one of the three principal political parties of the state, (affiliation to be certified to by the chairmen of the respective county committees), seem destined for passage.

In California the administration's attempt to gain control of the state personnel agency was defeated by the refusal of the legislature to approve the abolishment of the division of personnel and organization, now under the Finance Department, and

transfer its functions to the Civil Service Commission under absolute control of the Governor.

On the other hand, state civil service laws were introduced in four states, Arkansas, Louisiana, Pennsylvania and Washington. The Louisiana bill was defeated by a vote of 28 to 10 in the Senate, although it had been recommended for passage by unanimous vote of the Senate Finance Committee. The other three bills died in committee. The League has been informed by the introducer of the Arkansas bill that its chances for passage in the next legislative session are good.

A constitutional amendment altering the provisions of the Colorado Civil Service Law will be submitted to the people of the state next November. The amendment, which makes certain fundamental changes in the law relating to appointments of department heads and removal of employees, is a compromise by a special committee appointed by the Governor to re-draft the law, and the legislature.

In Arkansas a law was enacted directing city councils of all municipalities maintaining police and fire departments, to appoint civil service commissions to have jurisdiction over those departments. Similar law applying to fire departments only have been enacted in West Virginia, and one applying to police departments only has been proposed in Florida.

In recent months the merit system has been adopted in Gadsden and Tuscaloosa, Alabama; Urbana, Illinois; Benton Harbor, Michigan; Salem, Oregon; Logan, Utah; Aberdeen, Washington; and Ocean County, New Jersey.

HENRY R. YANOW  
*Certified Public Accountant*  
363 SEVENTH AVENUE  
NEW YORK

February 4, 1933.

National Civil Service Reform League,  
521 Fifth Avenue,  
New York, N. Y.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service Reform League for the year January 1, 1932 to December 31, 1932 and append a summarized statement of the cash receipts and disbursements for that period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The cash in Bank at December 31, 1932, was verified by means of a certificate obtained directly from the Fifth Avenue Bank of New York. The Cash on Hand on December 31, 1932 was verified by actual count of vouchers and by comparison with the special imprest checking account maintained at the Fifth Avenue Bank of New York.

The Reserve Fund of your League was increased in September 1932 by a specific bequest of \$3,000.00 under the will of Mr. R. H. Dana, deceased. This Reserve Fund of \$9,000.00 was reduced to \$7,000.00 by a transfer of \$2,000.00 to the General Funds of the League in September 1932.

In connection with your Reserve Fund of \$7,000.00, I obtained a certificate from the Fifth Avenue Bank of New York, stating that they held as at December 31, 1932, as a Special Deposit, in the name of the National Civil Service Reform League, \$6,000.00 in New York City 4% Bonds of 1957. In addition there is a special Reserve Cash Fund of \$1,000.00 on deposit with the Fifth Avenue Bank of New York.

It should also be noted that the Fifth Avenue Bank of New York has advised me that there were attached as of December 31, 1932, the May and November 1932 coupons of the New York City Bonds of 1957. I have been advised that credit will be given for this amount of \$240.00. It should be noted that this amount of \$240.00 is not reflected in the appended statement of cash receipts and disbursements.

Respectfully submitted,

HENRY R. YANOW  
*Certified Public Accountant*

## NATIONAL CIVIL SERVICE REFORM LEAGUE

### Summarized Statement of Cash Receipts & Disbursements for the Year Ending December 31, 1932

#### BALANCE JANUARY 1, 1932

Cash in Bank and on Hand.....	\$ 663.59
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#### *Receipts:*

Subscriptions .....	\$6,983.00	
Regular Membership Dues.....	645.00	
Associate Membership Dues.....	160.00	
Maryland Women's Auxiliary.....	100.00	
Subscription to Good Government— N. Y. C. S. R. A. ....	250.00	
Other Good Government Subscriptions	52.12	
Interest and Discount.....	120.00	
		8,310.12
		\$ 8,973.71

#### *Disbursements:*

Salaries .....	\$7,380.00	
Rent .....	916.69	
Office and General Expenses.....	296.10	
Printing and Stationery.....	386.09	
Traveling Expenses .....	212.64	
Telephone .....	184.80	
Clippings .....	117.80	
Good Government Expense.....	542.00	
Postage .....	148.98	
Annual Meeting Expenses.....	82.24	
Interest and Discount.....	20.22	
		10,287.56

Excess of Disbursements over Receipts	\$ 1,313.85
Transfer from Special Reserve Fund	2,000.00

#### BALANCE AS AT DECEMBER 31, 1932

Cash in Bank and on Hand.....	\$ 686.15
<b>TOTAL FUNDS</b>	
General Fund—as above.....	\$ 686.15
Special Reserve Fund:	
New York City 4% Bonds, 1957	\$6,000.00
Special Cash Fund.....	1,000.00
	7,000.00
	\$7,686.15



**NATIONAL CIVIL SERVICE REFORM LEAGUE**  
**OFFICERS**

1 9 3 3

*President*—George McAneny  
*Vice Presidents*

James R. Angell  
Newton D. Baker  
Sir Robert L. Borden  
Wm. Cabell Bruce  
Robert Catherwood  
Charles G. Dawes  
William D. Foulke

Wm. Browne Hale  
Ogden H. Hammond  
A. Lawrence Lowell  
Franklin MacVeagh  
Nelson S. Spencer  
Russell Whitman  
George W. Wickersham

*Members of the Council*

**CALIFORNIA**

*Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Marshall Stimson

*Pasadena*

Seward C. Simons

*Ventura*

David J. Reese

**COLORADO**

*Denver*

William W. Grant, Jr.

**CONNECTICUT**

*New Haven*

Jerome Davis  
Henry W. Farnam  
Charles G. Morris

*Naugatuck*

Harris Whittemore, Jr.

*Ridgefield*

Seth Low Pierrepont

*Waterbury*

Chase Kimball

**DISTRICT OF COLUMBIA**

*Washington*

Richard M. Boeckel  
John T. Doyle  
John Joy Edson  
Miss Harlean James  
Lewis Meriam

**ILLINOIS**

*Aurora*

Mrs. John T. Mason

*Chicago*

Samuel Dauchy  
E. O. Griffenhagen  
William B. Moulton  
Mrs. Murry Nelson  
Henry F. Tenney

**KANSAS**

*Emporia*

William Allen White

**MARYLAND**

*Baltimore*

Walter H. Buck  
Mrs. B. W. Corkran  
Oliver C. Short  
Mrs. Albert Sioussat  
Mrs. G. Huntington Williams

**MASSACHUSETTS***Boston*

Mrs. Francis C. Barlow  
H. R. Guild  
William V. Kellen  
Joseph Lee  
Miss Marian C. Nichols  
William W. Vaughan

**MICHIGAN***Detroit*

Lent D. Upson

**MINNESOTA***Minneapolis*

Morris B. Lambie

**NEW HAMPSHIRE***Hanover*

Herman Feldman

**NEW JERSEY***Nutley*

Mrs. Gilbert R. Livingston

*New Brunswick*

Robert Wood Johnson

*Princeton*

Harold W. Dodds

**NEW YORK***Buffalo*

Mrs. Edmund B. McKenna

*New York City*

Elbridge L. Adams  
Alfred L. Aiken  
Robert W. Belcher  
Roscoe C. E. Brown  
Charles Burlingham  
Charles C. Burlingham  
John K. Clark  
Frank H. Davis  
Albert de Roode  
Samuel H. Fisher  
Jerome D. Greene  
Henry W. Hardon  
Sidney P. Henshaw  
Theodore Hetzler  
Henry T. Hunt  
Nicholas Kelley

Harry W. Marsh  
Samuel H. Ordway  
Samuel H. Ordway, Jr.  
Arthur W. Procter  
Harold Phelps Stokes  
Richard Welling  
Roger H. Williams

**OHIO***Cincinnati*

Murray Seasongood  
Murray Shoemaker  
Charles P. Taft, 2d

*Cleveland*

Mayo Fesler  
James R. Garfield

**PENNSYLVANIA***Philadelphia*

William C. Beyer  
Miss Gertrude Ely  
Albert Smith Faught  
Daniel R. Goodwin  
Clarence L. Harper  
W. W. Montgomery, Jr.  
Lewis H. Van Dusen  
Herbert Welsh  
Clinton Rogers Woodruff

*Pittsburgh*

Maurice R. Scharff  
*Reading*

Mrs. Isaac Hiester  
*Swarthmore*

Louis N. Robinson  
*York*

Henry C. Niles

**TEXAS***Austin*

Frank M. Stewart

**VIRGINIA***Winchester*

Harry Flood Byrd

**WISCONSIN***Madison*

Lloyd K. Garrison  
William Gorham Rice, Jr.

**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

#### ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to

the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed

suspension or amendment having been given with the notice of meeting.

#### BY-LAWS.

SECTION 1. The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

SEC. 2. At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

SEC. 3. The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

SEC. 4. At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

SEC. 5. The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

SEC. 6. There shall be the following Standing Committees to be annually appointed as the Council shall direct:

- (1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

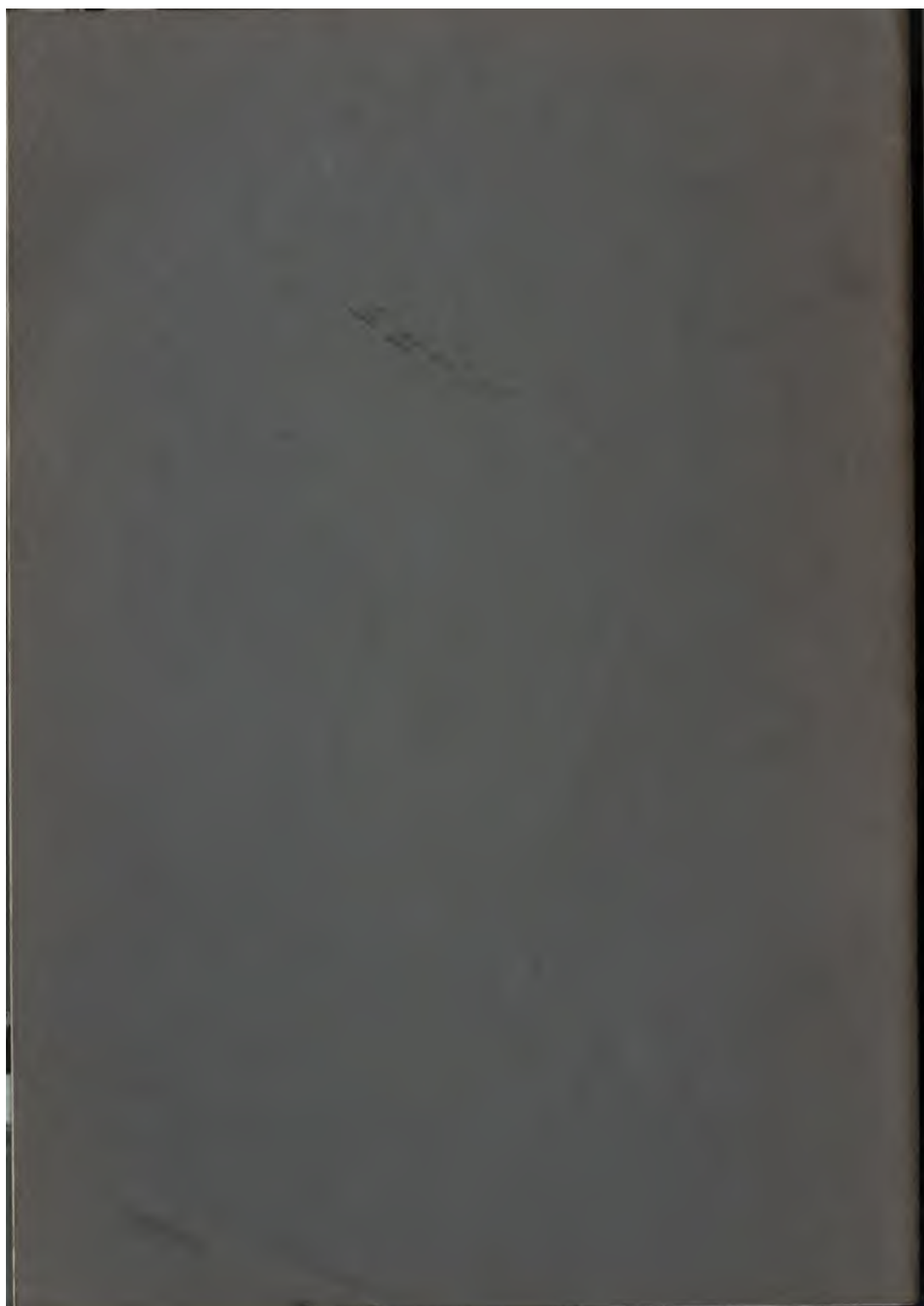
SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.











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National Civil Service Reform League

## Proceedings

Fiftieth Annual Meeting

New York City

February 25, 1932

National Civil Service Reform League  
521 Fifth Avenue  
New York City  
1932







**National Civil Service Reform League**

**Proceedings**

**Fiftieth Annual Meeting**

**New York City**

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**National Civil Service Reform League  
521 Fifth Avenue  
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1932**





Gift  
The League  
7-9-1936

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**PROCEEDINGS—50th ANNUAL MEETING**  
**of the**  
**NATIONAL CIVIL SERVICE REFORM LEAGUE**

The fiftieth annual meeting of the National Civil Service Reform League was held at the City Club, 55 West 44th Street, New York City, on Thursday evening, February 25, 1932. Hon. George McAneny, President of the League, presided.

Upon motion, the reading of the annual report of the Council of the League was dispensed with. The report was unanimously adopted.

The President of the League briefly reviewed the past history of the League and the progress of the merit system, emphasizing the need for its extension in state and city services and advances made in the federal service, as shown in the recent report of the U. S. Civil Service Commission.

Hon. Thomas E. Campbell, President of the U. S. Civil Service Commission, addressed the meeting.

Hon. William Gorham Rice, President of the State Civil Service Commission of New York, spoke briefly, with particular reference to the important state positions filled by the Commission through competitive examination during the past year.

In the absence of the Chairman of the Nominations Committee, Mr. H. W. Marsh submitted the report of the Committee for the election of President, Vice-Presidents and members of the Council. The Secretary cast one ballot for the election of the persons nominated and they

were declared elected. The list is printed in full elsewhere.

The President of the League spoke briefly in eulogy of Hon. Richard Henry Dana, former President, who died on December 16, 1931, and asked permission to spread upon the minute an obituary of Mr. Dana.

Upon motion, the meeting adjourned.

## **NATIONAL CIVIL SERVICE REFORM LEAGUE**

### **Annual Report of the Council**

**1932**

#### **The League's Fifty Years of Progress**

Fifty years ago, when the country was swept by a wave of indignation and alarm at the dramatic death of President Garfield at the hands of a disappointed office-seeker, the National Civil Service Reform League was organized. Among its sponsors may be listed such national figures as George William Curtis, Dorman B. Eaton, Carl Schurz, Charles W. Eliot, Joseph H. Choate, Richard H. Dana and William Dudley Foulke. The first meeting of the League was held at Newport, Rhode Island, on August 11, 1881.

While the real beginning of the organized civil service reform movement in the United States was in New York in 1877, when the New York Civil Service Reform Association was founded, it was not until the organization of the League in 1881 that the movement gained national attention. There had been earlier attempts to regulate the federal civil service—by Charles Sumner in 1864 and by Thomas Allen Jenckes in 1867 and 1871. These efforts failed because of the lack of financial support by Congress. The death of President Garfield made it possible to dramatize the public demand for a reform in the civil service. Less than two years after the founding of the League, the civil service act, introduced by Senator Pendleton, became a law—January 16, 1883.

This law had been drafted by the governing board of the League and the first civil service commission appointed under the law consisted of Dorman B. Eaton of New York, John W. Gregory of Illinois and Leroy D. Thomas of Ohio—all prominently identified with the League. The principles enunciated in the original federal civil service law have remained to the present day the fundamental principles of all the civil service laws of the country.

During the years following the adoption of the civil service law the League faced many critical situations. The merit system as then established was often made the subject of contempt and ridicule. Advocates of the new order of public personnel administration were called idealists and their leaders sarcastically referred to as "meddlers."

What began as a small group of public-spirited citizens with an unflinching purpose to rid the public service of the spoils system soon became a virile, militant aggregation of active state associations pledged to the doctrine that public office is a public trust and that only the best shall serve the state. In more recent years the composition of the League has changed somewhat from a federation of state organizations. Now it is mainly supported by individual members and subscribers throughout the country, who rightly believe that, as the late Charles W. Eliot expressed it, "civil service reform is the fundamental reform" on which all good government is necessarily based.

The Presidents of the League have been in succession George William Curtis, Carl Schurz, Daniel C. Gilman, Joseph H. Choate, Charles W. Eliot, Richard Henry

Dana, William Dudley Foulke, Robert Catherwood,  
Thomas W. Swan and George McAneny.

### **Present Problems**

The history of the League during the past fifty years is the history of the merit system in the federal government. While much progress has been made in placing the government's personnel on a sound business and economic basis, and public administration has more and more been approached as a technical problem, the improvement necessarily has been slow. The fundamentals of a comprehensive merit system in the public service have long ago been accepted by the public. In almost every instance where it has been referred to popular vote it has been approved overwhelmingly.

The League has procured the passage of many bills making improvements in the law and prevented enactment of many ill-advised proposals to amend it. It has consistently contended for a strict interpretation of the civil service law by executives and employes. It has actively aided in securing civil service systems in all the states and most of the cities where such systems exist. It has called the attention of the presidents to conditions in the federal service which induced them to provide by executive order for the extension of the merit system to thousands of positions which would otherwise have been subject to appointment on the basis of personal or political favoritism. It played a large part in the reorganization of the foreign service through the enactment of legislation providing for appointment and promotion on merit, inter-transfer between the diplomatic and consular branches, more adequate salaries, post allowances and a retirement system. It brought about a Congressional investigation which led to reor-

ganization of the Veterans' Bureau, long scandalously mismanaged as a result of spoils politics; and legislation compelling the inclusion within the classified competitive service of all but a small proportion of the employes engaged in the enforcement of the prohibition amendment.

Unfortunately, however, the public has been led to believe that civil service reform is an accomplished fact—that the work of the League is well-nigh finished. To those who are under this misapprehension, we state that only nine states operate under civil service laws; and out of over 850 cities with a population of more than 10,000 there are only about 250—less than one-third—which have any adequate system of personnel control. The work of the League has only begun. The outlook for the extension of the system and the improvement of existing personnel systems throughout the country now seems encouraging. The League is ready to accept every opportunity to place the public service of every state and city on a sound business foundation.

In the federal service many of the essentials of a well-rounded system of personnel administration are still lacking. We have no central personnel agency, for the management of the personnel continues divided among a number of independent agencies. Promotions within the service are not scientific, nor are they made on any really competitive basis. There is no proper scrutiny by the Civil Service Commission of the payrolls of all government employes. The handling of personnel problems arising among employes within the service and separations from the service has not been adequately planned nor has proper procedure therefor been



worked out. These elements are essential and should be provided for without further delay.

The tasks which the League hopes to accomplish are legion, but among those of most immediate importance may be named the reorganization of federal departments, the consolidation of federal personnel agencies, and the abolition of overlapping bureaus; application through executive action and legislation of the merit system to positions in the federal service now exempt from it—particularly presidential postmasterships; and extension of the merit system to state, county and municipal services throughout the country.

### **Postmasterships**

In spite of a public conscience aroused to the unfairness and futility of the present method of selecting postmasters, the Post Office Department brazenly declares that postmasterships are virtually spoils for the party in power. At a public hearing on February 9, 1931, before the House Committee on Post Offices and Post Roads, First Assistant Postmaster General Arch Coleman naively explained:

“Postmasterships of the first, second and third classes are positions of such administrative importance and responsibility that it has always been the custom to appoint men sympathetic with the policies of the prevailing administration. It is not enough in the selection of postmasters of these classes to find men who are competent administrators.

“As a matter of comity they must be acceptable to the Senators of the state in order that there will be no question about confirmation when the appoint-

ments reach the Senate. So that there is always the necessity of reconciling possible differences of opinion, sometimes involving the Representatives, the Senators, and the Department—all three. In acute cases it may take a long time to do this. It is, therefore, not only essential to good administration, but necessary to final action that is satisfactory to all parties in interest to allow a postmaster to hold over beyond the expiration of his term."

The League has long complained that postmasterships were not filled solely by competent administrators; that other more cogent reasons prompted their selection by the Postmaster General. They must be more proficient in partisan politics, and able to help get votes for the party. There can be no misunderstanding about the position of the Post Office Department in this matter. It was not a random suggestion or opinion of the First Assistant Postmaster General; it was a prepared statement which he read. It is a plain challenge—a direct defiance of the whole spirit of the competitive principle in government personnel administration.

Later, on June 18, 1931, at the Tri-State Postmasters' Convention at Ashland, Kentucky, Mr. Coleman stated what he conceived to be "ethical conduct on the part of presidential postmasters who desired to continue active in the realm of national politics." He made it plain to the postmasters of the country that the Department expected them to engage in political activity to aid the party.

Notwithstanding the severe criticism by the press of the country of the attitude of the Post Office Department as stated by Mr. Coleman in June, Postmaster

General Brown on September 17 at another convention of postmasters in Omaha, suggested plainly to them that they take active part in political campaigns in behalf of the administration.

The process set up for the selection of presidential postmasters has become a farce. When President Harding took office, after eight years of administration under a Democratic Postmaster General, strong political pressure was brought to bear on the administration to treat all the postmasterships as spoils. The President yielded to this pressure to the extent of eliminating the requirement that the first person on the list for postmaster should be chosen and substituting the provision that any one of the first three might be appointed in the discretion of the Postmaster General. President Coolidge was vainly urged by the League to require the selection of the highest on the list in every case.

We have found after investigation that only those politically favored have received appointment; that candidates have often been intimidated or discouraged from competing in the examinations. The political character of the selections is generally accomplished by the Post Office Department. It sends the names of the three highest persons on the list to the member of the Congress from the district in which the vacancy exists. Where the Congressman is not of the party in control the local political committee is usually accorded this privilege.

This practice has discredited the whole system of examination as it is applied to these positions. The real purpose of the Department is to help the political

party in power. In most cases the postmasters are supernumeraries, for it is fairly common knowledge that in the larger offices the postmaster spends the public time and money in actively engaging in political intrigue, while the real work is done by his assistants and subordinates who are in the competitive service. Unfortunately, with a politically-minded postmaster the subordinates are often importuned to help the party machine. The late order of the Post Office Department (issued in January, 1930, and repeated in October) was a plain invitation to employes of the Department to get busy and help in the elections.

The Post Office Department is a business institution; it has no political policies to determine. The Department's deficit has increased greatly in recent years. A great part of this deficit would undoubtedly be reduced if the Department were not misused by the politicians.

Doubts about the Senate's confirmation of the Department's selection of a postmaster imply that the examination system for postmasters is a cloak for the politicians to accomplish indirectly what they prefer not to do directly. They would have the tests nothing more than mere "pass" examinations.

Mr. Coleman states that it is the desire of the Department, "at least in the case of the more important offices, to recommend for appointment every postmaster with a record of high efficiency in administration". These high standards should apply not only to the "more important post offices" but also to the offices of lesser importance. Failure to reappoint postmasters with "a record of high efficiency in administration" can only mean that there is another element considered by

the Department—the political usefulness of the postmaster.

The President can issue an executive order restoring the rule for the appointment of the candidate standing at the head of the eligible list for postmaster in every case. We urgently request President Hoover to do this speedily to bring the present farce to an end. Until this is done, it is idle to talk about efficient management of the Post Office Department.

### **President Hoover**

Although in his annual message to the Congress on December 3, 1929, President Hoover recognized the "commanding opportunity" at hand to extend the merit system in the federal service, the Congress has failed to seize most of the opportunities which have been available.

On November 18, 1930, President Hoover issued an executive order requiring that all future appointments in the municipal government of the District of Columbia be made from eligible registers promulgated by the Commission. The League for many years has urged the inclusion of these places under the civil service act. Several years ago by act of Congress a competitive system was instituted for the selection of members of the police and fire departments of the District. Heretofore the three District Commissioners have had almost unlimited power over the appointment and removal of approximately 6,500 employes, involving an annual payroll of over ten million dollars.

Some doubt has been expressed as to whether the executive order actually places the District service

under the civil service rules. It is understood that the order "is really a working agreement" between the District government and the Civil Service Commission whereby the Commission will supply eligible lists from which appointment may be made; and that the order will be given a trial by the District Commissioners.

The advisability of extending the civil service rules to include the District service was first recommended to President Cleveland in 1895 by the District Commissioners. The President approved the plan, and bills to that effect have been before the Congress for many years since. Several years ago the Bureau of Efficiency recommended that the employment registers of the Civil Service Commission be used to fill positions in the District service pending adoption of appropriate legislation by the Congress. The issuance of the executive order is probably due to a large extent to the persistent recommendations of the Efficiency Bureau, the Civil Service Commission and our League.

The executive order of the President is gratifying, but legislation by the Congress is still necessary to give the plan permanence and actually to place the District service under the jurisdiction of the U. S. Civil Service Commission where it properly belongs. Such legislation should be speedily adopted.

But little has been done to place in the competitive service over 5,000 of the more important administrative excepted positions in the federal service (exclusive of postmasterships) for all of which competitive examinations are practicable. This the President can do by executive order. These positions comprise the following:

State Department .....	68
Treasury Department .....	438
War Department .....	133
Department of Justice.....	1,255
Navy Department .....	237
Interior Department .....	324
Department of Agriculture.....	497
Department of Commerce.....	119
Department of Labor.....	55
Panama Canal .....	1,817
Veterans' Bureau .....	259

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5,202

There is no adequate reason for not including these positions in the competitive system. Over a thousand positions in the Department of Justice, filled without examination because of the so-called "confidential" character of the positions, for example, properly belong in the competitive service. Since relatively little extension of the merit system has been made by any President since President Wilson, President Hoover has a great opportunity to extend the system.

The Congress, which has done little to extend or improve the personnel system of the federal government in the last six years, has an even greater opportunity to extend the competitive system. It would be plainly logical to include in the competitive service the positions of collectors, deputy collectors of internal revenue, and other field positions in the internal revenue service, as well as thousands of court positions. The Congress would perform a great public service if it would also include therein postmasterships of the first, second and third classes and so put an end to the

wholesale barter and sale of such offices in various parts of the country.

For many years the League has persistently urged an investigation of the sale of federal offices. A subcommittee of the Senate made a courageous report which fully justified the League's demand for such an inquiry. But no effective legislation has been adopted to prevent such vicious practices in the future, nor has the President yet seen fit to issue an executive order requiring the selection of the first person on the list for postmaster in every case. That alone would do more to put an effective end to the trafficking in federal offices than any legislation by Congress.

### **Department of Justice**

In our previous annual report, the League called attention to the practice of the Department of Justice of excepting from the requirements of examination many positions designated as "confidential". Flagrant abuse of discretion by the Department was evident in the past in permitting the employment of clerks, stenographers, accountants and messenger boys without examination on the specious excuse that they bear a confidential relationship to their superiors.

We are gratified that the Department of Justice and the Civil Service Commission have agreed upon an amendment to the civil service rules which eliminates the special exceptions for so-called "confidential" positions in that department. We commend President Hoover, Attorney General Mitchell and the Civil Service Commission for the issuance of an executive order on February 2, 1932, eliminating such special exceptions and substituting a limited list of positions specifically ex-



cepted from competitive examination. We believe that the executive order still includes a large number of positions which could properly be filled by competitive tests; but nevertheless it is a decided improvement and marks a distinctly important step forward. We believe that after further experience under the new executive order a considerable group of employes still excepted from examination, particularly positions in the Bureau of Investigation, will ultimately be covered into the competitive service.

Virtually all clerkships in the federal courts—there are over 4,000 positions—are filled without competitive tests. Under the present method of appointment there is no way of determining the knowledge, training, experience or capacity of such employes. Appointments to these administrative positions are made by the judges of the federal courts in the various districts. Such positions are peculiarly adapted to the competitive examination system as a means of selection. This method of selecting court clerks is in practice in many jurisdictions and has proved eminently satisfactory. There is no good reason why the system should not be extended to the selection of aides in the federal courts. In its report on the administration of justice, the Wickersham Commission severely criticized the selection of prosecuting attorneys and other officials for political considerations, and urged specifically that such places be filled on a basis of merit and fitness.

### **Veteran Preference**

An investigation by a special committee of the League of the operation of the executive order of President Coolidge, granting special privileges in appointments to disabled veterans, led us to conclude that it was ill-

advised and needed to be modified. Under the Coolidge order, issued March 2, 1929, disabled veterans who failed by ten points to pass the qualifying examination were marked qualified and then were placed at the head of the list for appointment to all federal positions for which they were examined. To receive the preference disabled veterans did not need to have been disabled during military service. Under the procedure of the Civil Service Commission, which accepted the disability recognized by the Veterans' Bureau as liberalized by the act of July 30, 1930, the disability occurring in civilian occupations secured to veterans that preference. This extended the preference to approximately a quarter million more such veterans. Veterans at any time disabled, although cured of their disability, secured the "disabled" veterans preference.

In the summer of 1930, the League's special committee examined the actual operation of the Coolidge order for the period from March 21, 1929, to August 1, 1930. Sixty representative eligible lists were examined. These lists covered positions of widely diversified character and included both large and small numbers of candidates. In only two examinations did the first disabled veteran rate his place at the head of the eligible list. In fifty-eight out of sixty lists the appointing officer was compelled to skip non-veterans or veterans not disabled who would ordinarily be entitled to appointment, and accept the disabled veteran instead. In four of the tests it was found that not a single disabled veteran earned a passing mark; their names were added to the eligible list solely because of the ten-point additional credit given them under the executive order. In the sixty examinations inspected—only a small part of the number of government tests—269 disabled veterans who failed to pass the tests were

nevertheless placed at the head of lists for appointments.

The report with respect to some of the particular lists was illuminating. For example, on the register for postoffice clerk at Washington, D. C., there were 27 disabled veterans. The best rating obtained by any such disabled veteran made him 258th on the list. Six of them failed to receive the usual passing mark of 70 per cent, yet they all secured the right to appointment over the 257 on the list better qualified than themselves. One of the veterans with a rating of 65 per cent was entitled to appointment before the first man on the list, who received a general average of 98 per cent.

In the examination for prison guard there were 38 disabled veterans out of a total of 404 on the list. Ten failed to earn a passing mark, but they were preferred for appointment ahead of 366 others higher on the list. The inference is that the lesser qualified among the veteran groups are seeking positions through the advantage accorded by the present rule. Undoubtedly future lists will show increases in the number and extent of such preference unless the order is drastically modified.

As a result of the League's investigation, the results of which were placed before President Hoover in October of last year, the President appointed a Special Advisory Committee on Veteran Preference to give the subject further study and report to him its findings and recommendations. The Committee held a number of public hearings at which the views of the League were fully set forth. The League recommended specifically (1) that all veterans be required to earn at least the normal passing mark of 70 per cent generally

required of all other candidates in the examinations before they may be entitled to any additional credit; (2) that the preference be restricted to those veterans disabled in the actual performance of military or naval service during the war period; and (3) that only veterans who are still suffering from disability incurred in time of war be accorded the preference.

On April 24, 1931, President Hoover modified the executive order relating to veteran preference. The new order adopted substantially the last two suggestions of the League as concurred in by the Advisory Committee. We regret that the President failed to adopt the League's first recommendation that all preference candidates be required to earn at least the normal passing mark generally required of all other candidates in the examination before they may be entitled to any additional credits for war service. It seems manifest that if we are to have any preference, at least a minimum degree of efficiency should be assured.

### **Council of Personnel Administration**

The Council of Personnel Administration was created by executive order in April, 1931, with the avowed object of "developing in the federal government a more effective and economical system of employment and personnel management, and to promote the general welfare of the employes of the national government." The Council is expected to establish a liaison system between the Civil Service Commission and the government departments which it serves; prepare plans for improvement and coordination of personnel administration in the departments; cooperate with outside agencies interested in personnel management and thus

make available to the government the best developments in private personnel administration; encourage training courses for government service in universities; enable a greater number of positions to be filled by promotion rather than by new appointments; and facilitate the transfer of employes from one department to another. The Council is made up of heads of government departments and several independent bureaus, with the President of the U. S. Civil Service Commission as its Chairman, and with an Advisory Committee of persons outside the government service, representing industry, independent personnel organizations, and educational institutions. If its objects are realized, the Council will go far toward counteracting many of the disadvantages heretofore believed inherent in government employment.

### **University Training for the Federal Service**

From July 14 to 17 under the auspices of the University of Minnesota a Conference on University Training for the National Service was held, largely attended by representatives of leading educational institutions and heads of government agencies. The Conference sought to provide a means of contact between authorities of American universities and the federal government to discuss common responsibilities with respect to the training and recruiting of university graduates for the public service. It is to be hoped that this Conference presages a new concept of the federal service as a career for the university-trained man and woman.

### **The Civil Service Commission**

Thomas E. Campbell, former Governor of Arizona, and recently American Commissioner General to the

exposition at Seville, was appointed as President of the U. S. Civil Service Commission to succeed William C. Deming, who resigned last year. Governor Campbell has shown a keen interest in the federal civil service and has indicated an understanding of the problems confronting the Commission. It is a source of gratification that the Commission is working out a plan to place the federal retirement system on a more comprehensive and adequate basis. To insure economy in its administration and expeditious handling we recommend to the Congress the transfer of the entire administration of the federal employees' retirement system to the Civil Service Commission, where it properly belongs.

A new retirement system for the federal service was passed by the Congress at the last session and was approved by President Hoover. It is more liberal, more equitable, and more comprehensive than the old system.

The Federal Board on Reclassification of Salaries, now an independent agency, should be placed under the Civil Service Commission. The Board has lately completed its survey of the field positions in the federal government. The adoption of the recommendations of the Board as outlined in the report will go far toward placing the service on a more scientific basis and put an end to the chaotic salary conditions that exist in the field service. A sane policy has already been worked out by the Board for the departmental services at Washington.

### **Porto Rico**

At the request of Governor General Roosevelt of Porto Rico, the Secretary of the League spent about five weeks in Porto Rico conferring with legislative

leaders and department heads in regard to the administration of the civil service of the Island, and aided in securing the adoption of a comprehensive civil service law for the Insular government. The new law was drafted by Dr. Lewis H. Fisher, of the staff of the United States Civil Service Commission, and is based largely on the draft of a civil service law lately prepared by a special committee of the League. The old law, drafted to meet conditions as they existed when it was first adopted in 1908, had been amended unwisely so often that it had been seriously weakened and rendered ineffective. The League in conjunction with the Federal Civil Service Commission has prepared a draft of new rules for the Porto Rican service and they are now ready for adoption by the local government. The new law embodies a system comparable with the best modern practice of personnel administration, and if properly administered it will place the public service of Porto Rico on a high plane of efficiency.

### **Civil Service Throughout the Country**

During the past year an increased interest in the merit system has been noticeable, especially in localities where little such interest has previously been manifested. An unusual number of requests for information on various phases of civil service administration have been received from students and from members of women's clubs. Editorials pointing out the advantages of an adequate civil service system have been numerous, especially in Southern newspapers. The National Recreation Commission in its report recently advocated "the method of civil service examination and selection" for all persons engaged in community recreation work, and the Family Welfare Association pointed

out that "it is vital to the success of any public relief agency" that its personnel be chosen for fitness alone.

The assistance of the League has been sought in drafting state civil service laws for Arkansas, Alabama and South Carolina. In Nebraska and Alabama bills to enact civil service laws were introduced in the 1931 legislative session, and received favorable editorial comment in the press. Acts embodying state administrative codes for Maine and North Carolina were introduced in the legislatures of these States, which entirely reorganized the administrative departments. Both acts, which had the enthusiastic backing of the Governors, provided for personnel systems under the control of a personnel officer attached to the executive department. Unfortunately the personnel section was deleted from the Maine act but that in the North Carolina bill has become law. While the system thus put into effect can hardly be considered a well-rounded personnel system, it marks the first successful attempt of a Southern State to regulate its personnel problems on a business basis.

In Minnesota legislation reorganizing the state conservation department and placing all its employes on a merit system basis is contemplated, with the support of the Governor. A bill instituting a system of competitive examinations for employes of the Maine game and fish department was passed last Spring, and the state fish and game commissioner of Utah is urging similar action for his state.

The constitutionality of the civil service law of Multnomah County, Oregon, adopted in 1929, was attacked in the courts, but its validity has been upheld.

In four cities civil service systems for the entire



service or for part of it have been established, and similar steps are being considered in fourteen additional cities.

There is ample evidence, however, that opponents of the merit system in government are still active. In Tarrant County, Texas, the county civil service law was repealed by the legislature. In Ohio the passage of a "ripper" bill seriously weakened the civil service law in the state and its cities. In Illinois several constructive measures drafted and persistently pushed by the very active Civil Service Association of Chicago were defeated—the most important bills to apply the merit system to the entire service of Cook County, to extend it to the Chicago Sanitary District, and to strengthen the removal provisions of the state civil service law. Abolition of the Merit Board in Annapolis, Maryland, and virtual abolition of the Efficiency Board in St. Louis, Missouri, by cutting their appropriations to a minimum, were prevented by prompt and effective opposition of public-spirited citizens.

Generally the public gets only what it deserves in the way of decent public administration. Only by an insistent demand for an adequate scientific personnel control can good government be secured. Without competent, well-trained public servants public administration can never attain the good that the taxpayers hope may be attained. The League appeals to all public-spirited citizens to join in a demand for the application of the merit system to all appointments to public office to insure efficiency and decency in administration. Fundamentally no improvement is so urgent and so essential in our states and cities as the adoption of a comprehensive merit system.

We record with deep regret the deaths of our former Secretary and member of the Council, Elliot H. Goodwin; one of our Vice-Presidents, R. Francis Wood; and and the sixth President of the League, Richard Henry Dana.

During the twelve years in which he served as Secretary of the League and the New York Civil Service Reform Association, Mr. Goodwin not only promoted most successfully their work and their cause, but his work brought him into close association with many of the leaders of the country and established his reputation as a man of ability, sincerity and energy. As the first Secretary and later Resident Vice-President of the Chamber of Commerce of the United States, he played a major part in the successful development of the Chamber. Since December, 1927, Mr. Goodwin had filled with conspicuous ability, courage and independence the difficult and important office of Civil Service Commissioner of Massachusetts.

Mr. Wood was elected a member of the Council of the League in 1900, and a Vice-President in 1919. He gave the Pennsylvania Civil Service Association many years of devoted and useful service as Chairman of its Executive Committee and as a Vice-President.

Mr. Dana was one of the founders of the League and his connection with it was never broken. In 1890 he became a member of the Council, and was its chairman from 1906 until 1913, when he was elected President. He occupied this office until 1923, and that of Vice-President from 1923 until his death. He served his own state of Massachusetts with distinction as the drafter of the Massachusetts civil service act, adopted

in 1884. From 1889 to 1892 he was editor of "The Civil Service Record," and from 1897 until 1901, President of the Cambridge Civil Service Reform Association. For fifty years his devotion to the League and to the cause of good government in city, state and nation never flagged.

# **National Civil Service Reform League**

## **RESOLUTIONS**

### **Consolidation of Federal Personnel Agencies**

We commend President Hoover for urging the Congress to enact suitable legislation to consolidate under the United States Civil Service Commission the various federal agencies concerned in the administration of laws relating to the civil personnel of the federal government service.

Personnel functions are at present divided among five separate federal agencies—the United States Civil Service Commission, the Personnel Classification Board, the Employees' Compensation Commission, the Bureau of Efficiency and the branch of the Veterans' Administration which has charge of the retirement of civil employes. The centralization of authority over personnel administration under the jurisdiction of the Civil Service Commission would permit better coordination of such personnel activities and would prove a definite step towards economy in governmental administration.

### **Department of Justice**

Last year the League called public attention to the unwarranted wholesale exemptions of positions in the Department of Justice on the alleged plea of "confidential" relationship. It pointed out the liberality with which the executive order had been applied in recent

years permitting the employment without competitive examination of clerks, messengers, mimeograph operators, special accountants, special agents, dentists and file clerks. In the past the practice of excepting such positions as "confidential" has been a flagrant abuse of discretion by the Department of Justice.

We commend President Hoover, the Department of Justice and the United States Civil Service Commission for the repeal of such executive order and the substitution of a limited number of positions specifically excepted from competitive tests.

The extension of the competitive system provided by the new order should result in improved administration of the Department of Justice.

#### **Council of Personnel Administration**

The creation by executive order of the President of the Federal Council of Personnel Administration should facilitate systematic cooperation between the United States Civil Service Commission and the various departments of the federal government, and should permit of scientific coordination of the needs of the various government agencies with respect to personnel. The new plan should be the means of making available to the federal government the better practices in personnel administration in private industry and of making more elastic the present inflexible system of transfers and promotions, and inevitably will open to the employees better opportunities for careers in the government service. We believe the creation of this Council holds promise of great possibilities of more rapid advancement of the merit system in the federal civil service.

## **Political Activity of Government Employees**

The approach of a presidential campaign generally heralds undue political activity on the part of government employes and undue pressure on the part of political organizations to coerce the actions of persons in the government civil service to favor one political party or another and to use their public offices for the enhancement of such political groups. The use of the public's time and money for the benefit of partisan organizations is a wasteful and a pernicious practice. The League urges the United States Civil Service Commission rigidly to enforce the rules against improper political activity, and urges the President to insist that postmasters, in particular, be restrained from taking active part in political campaigns.

## **Extension of the Merit System**

With over a billion dollars expended annually by the federal government for personnel service; with an army of 730,000 federal employes, and with another army of almost 2,500,000 employes of states and cities throughout the country, necessitating an annual budget of over three billion dollars, the problem of a scientific and effective plan of personnel control is one in which every taxpayer and citizen must be directly concerned. One out of every 119 persons in the United States works for the federal government, and one out of every forty persons is employed by some governmental agency—federal, state or city. More than half of this tremendous army of three million civil employes are still appointed without regard to merit and demonstrated qualifications for their positions. It is small wonder that in most jurisdictions the cost of government is overwhelming.

With the demands upon the government to undertake more functions, the demand for trained personnel has become more imperative than ever. We recommend the adoption of sound personnel systems based on selection for merit and fitness as a practical remedy for extravagance in government administration. The scandalous conditions disclosed in investigations in New York, Chicago and elsewhere have indicated the great need for strengthening the entire civil service reform movement. Administration of public affairs on a true business basis is one of the greatest needs in America today. It is only through a rigid application of the merit system that the vast sums appropriated throughout the country for personal services can be effectively and economically expended.

HENRY R. YANOW  
*Certified Public Accountant*  
521 FIFTH AVENUE  
NEW YORK

February 1, 1932.

National Civil Service Reform League,  
521 Fifth Avenue,  
New York City.

Dear Sirs:

I have made an examination of the cash records of the National Civil Service League for the year January 1, 1931 to December 31, 1931, and append a summarized statement of the cash receipts and disbursements for that period.

The receipts as shown by the cash book were traced to the bank statements and found to have been properly deposited. Subscriptions and dues as shown by the stubs of the serially numbered receipt book were traced to the cash book and found to be correct. All disbursements were verified with the paid checks returned by the bank and by properly approved vouchers.

The Cash in Bank at December 31, 1931, was verified by means of a certificate obtained directly from the Fifth Avenue Bank of New York. The Cash on Hand on December 31, 1931 was verified by actual count of vouchers and by comparison with the Special Imprest Checking Account maintained at the Fifth Avenue Bank of New York.

The Reserve Fund of your League was increased on September 25, 1931 by a specific bequest of \$3,000.00 under the will of Miss Ellen F. Mason, deceased. The Reserve Fund of \$7,000.00 was reduced to \$6,000.00 by a transfer of \$1,000.00 to the General Funds of the League in September, 1931.

In connection with your Reserve Fund of \$6,000.00, I obtained a certificate from the Fifth Avenue Bank of New York, stating that they held as at December 31, 1931, as a Special Deposit, in the name of the National Civil Service Reform League, \$6,000.00 in New York City 4% Bonds of 1957.

It should also be noted that the Fifth Avenue Bank of New York has credited the account of your League with \$120.00 in coupons of the above Bonds on January 23, 1932. This interest was payable on November 1, 1931 and is not reflected in the appended statement of cash receipts and disbursements.

Respectfully submitted,  
HENRY R. YANOW  
*Certified Public Accountant*



# NATIONAL CIVIL SERVICE REFORM LEAGUE

## Summarized Statement of Cash Receipts & Disbursements For the Year Ending December 31, 1931

### BALANCE JANUARY 1, 1931

Cash in Bank and on Hand..... \$ 2,005.89

### Receipts:

Subscriptions .....	\$9,283.00	
Regular Membership Dues.....	895.00	
Associate Membership Dues.....	185.00	
Buffalo C. S. R. A. ....	20.26	
New York C. S. R. A. ....	250.00	
Massachusetts C. S. R. A. ....	200.00	
Maryland Women's Auxiliary.....	100.00	
Massachusetts Women's Auxiliary...	100.00	
Subscription to Good Government—		
N. Y. C. S. R. A. ....	500.00	
Other Good Government Subscriptions	127.52	
Interest on Investments (\$80.00 less		
\$32.67 Accrued Interest on Bonds		
Purchased—September 1931) .....	47.33	
		11,708.11

\$13,714.00

Add—Transfer from Special Reserve  
Fund .....

1,000.00

\$14,714.00

### Disbursements:

Salaries:		
Executive .....	\$6,875.01	
Administrative .....	2,000.06	
Rent .....	1,866.60	
Office and General Expenses.....	386.80	
Printing and Stationery.....	763.38	
Traveling .....	681.16	
Telephone .....	195.22	
Clippings .....	133.25	
Good Government Expense.....	947.81	
Postage .....	201.12	
		14,050.41

### BALANCE AS AT DECEMBER 31, 1931

Cash in Bank and on Hand..... \$ 663.59

### TOTAL FUNDS

General Fund—Balance as above \$ 663.59

Special Reserve Fund:

    New York City 4% Bonds 1957 6,000.00

6,663.59

# NATIONAL CIVIL SERVICE REFORM LEAGUE

## OFFICERS

1932

*President*—George McAneny

### *Vice Presidents*

James R. Angell	Wm. Browne Hale
Newton D. Baker	Ogden H. Hammond
Sir Robert L. Borden	Arthur R. Kimball
Wm. Cabell Bruce	A. Lawrence Lowell
Robert Catherwood	Franklin MacVeagh
Charles G. Dawes	Nelson S. Spencer
William D. Foulke	Russell Whitman

George W. Wickersham

### *Members of the Council*

#### CALIFORNIA

##### *Los Angeles*

Kimpton Ellis  
Francis B. Kellogg  
Marshall Stimson

##### *Pasadena*

Seward C. Simons

##### *Ventura*

David J. Reese

#### COLORADO

##### *Denver*

William W. Grant, Jr.

#### CONNECTICUT

##### *New Haven*

Jerome Davis  
Henry W. Farnam  
Charles G. Morris

##### *Naugatuck*

Harris Whittemore, Jr.

##### *Ridgefield*

Seth Low Pierrepont

#### DISTRICT OF COLUMBIA

##### *Washington*

Richard M. Boeckel  
John Joy Edson  
Miss Harlean James  
Lewis Meriam

#### ILLINOIS

##### *Aurora*

Mrs. John T. Mason

##### *Chicago*

Samuel Dauchy  
E. O. Griffenhagen  
William B. Moulton  
Mrs. Murry Nelson  
Henry F. Tenney

#### KANSAS

##### *Emporia*

William Allen White

#### MARYLAND

##### *Baltimore*

Walter H. Buck  
Mrs. B. W. Corkran  
Oliver C. Short  
Mrs. Albert Sioussat  
Mrs. John T. Sippel  
Mrs. G. Huntington Williams

MASSACHUSETTS

*Boston*

H. R. Guild  
William V. Kellen  
Joseph Lee  
Miss Marian C. Nichols  
William W. Vaughan

MICHIGAN

*Detroit*

Lent D. Upson

MINNESOTA

*Minneapolis*

Morris B. Lambie

NEW HAMPSHIRE

*Hanover*

Herman Feldman

NEW JERSEY

*Nutley*

Mrs. Gilbert R. Livingston

*New Brunswick*

Robert Wood Johnson

NEW YORK

*Buffalo*

Mrs. Edmund B. McKenna

*New York City*

Elbridge L. Adams  
Alfred L. Aiken  
Mrs. Francis C. Barlow  
Robert W. Belcher  
Roscoe C. E. Brown  
Charles Burlingham  
Charles C. Burlingham  
John K. Clark  
Frank H. Davis  
Albert de Roode  
A. S. Frissell  
Samuel H. Fisher  
Jerome D. Greene  
Henry W. Haddon  
Sidney P. Henshaw  
Theodore Hetzler  
Henry T. Hunt  
Nicholas Kelley  
Harry W. Marsh

Samuel H. Ordway  
Samuel H. Ordway, Jr.  
Arthur W. Procter  
Harold Phelps Stokes  
Richard Welling  
Roger H. Williams

OHIO

*Cincinnati*

Murray Seasongood  
Murray Shoemaker  
Charles P. Taft, 2d

*Cleveland*

Mayo Fesler

James R. Garfield

PENNSYLVANIA

*Philadelphia*

William C. Beyer  
Miss Gertrude Ely  
Albert Smith Faught  
Daniel R. Goodwin  
Clarence L. Harper  
W. W. Montgomery, Jr.  
Lewis H. Van Dusen  
Herbert Welsh  
Clinton Rogers Woodruff

*Pittsburgh*

Maurice S. Scharff

*Reading*

Mrs. Isaac Hiester

*Swarthmore*

Louis N. Robinson

*York*

Henry C. Niles

TEXAS

*Austin*

Frank M. Stewart

VIRGINIA

*Winchester*

Harry Flood Byrd

WISCONSIN

*Madison*

Lloyd K. Garrison  
William Gorham Rice, Jr

**CONSTITUTION AND BY-LAWS**  
**of the**  
**National Civil Service Reform League**

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**ARTICLE I.**

The name of this organization shall be the National Civil Service Reform League.

**ARTICLE II.**

The object of the National Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the merit system and to improve the administration of the civil service throughout the United States.

**ARTICLE III.**

No debt shall be contracted by the League, by the Council or Executive Committee in excess of its assured income for the period in which its indebtedness is payable.

**ARTICLE IV.**

The League shall consist of all the Civil Service Reform Associations in the United States which signify a willingness to become members thereof, and shall be accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also establish associate and sustaining members of the League, and shall prescribe the annual dues thereof, and may also establish other classes of membership and the dues, if any, thereof. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

#### ARTICLE V.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives present of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote for every one hundred members, but each Association shall have at least one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

#### ARTICLE VI.

The officers of the League shall be a President, a Secretary, and an Assistant Secretary, a Treasurer and an Assistant Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council and an Executive Committee to be constituted as hereinafter provided. The Council may establish whenever it is deemed expedient other secretaryships or subordinate officers. The said officers, Council and Executive Committee shall hold office until their respective successors are chosen.

#### ARTICLE VII.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant Secretary, Treasurer and Assistant Treasurer and any other secretaries or subordinate officers whose positions have been established by the Council shall be chosen, and may be removed, by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy by designating a non-member of the Council to act for him, but no person may hold more than one proxy.

The Council shall elect its own chairman. It shall keep a record of its own proceedings and shall make a report to

the League at the annual meeting. A vacancy in any office except that of Vice-President may be filled by the Council until the annual meeting next following.

#### ARTICLE VIII.

The Council may, subject to these articles, manage the affairs of the League, direct its policies and dispose of the funds and, from time to time, make and modify By-Laws for the League and for its own action.

There shall be an Executive Committee of nine members consisting of seven members of the Council appointed by the President, and the President and the Chairman of the Council. It shall meet at regular periods, or on notice to all by any of its own members, or on notice from the Secretary. Subject to the control of the Council it shall have authority to exercise all the powers of the Council on all matters requiring, in the opinion of the Executive Committee, immediate action whenever the Council be not in session, and shall report its proceedings at each meeting of the Council. Three members of the Executive Committee shall constitute a quorum, but in a meeting of the Committee at which less than five members shall be present one of them shall be either the President of the League or the Chairman of the Council.

#### ARTICLE IX.

There shall be an annual meeting of the League at such time in each year, and at such place as the Council may determine, at which officers shall be elected for the ensuing year, and other appropriate business may be transacted.

A special meeting of the League may be called at the discretion of the Council, or of the President, at any time, upon at least ten days' notice to be given by the Secretary.

Any provision of this constitution may be suspended or amended by a two-thirds vote of the members of the Council present at any meeting, due notice of such proposed suspension or amendment having been given with the notice of meeting.

#### ARTICLE X.

Any provision of this constitution may be suspended or amended by a vote of two-thirds of the members, or of the Associations, if a vote by Associations be demanded, present at a meeting of the League, due notice of such proposed

suspension or amendment having been given with the notice of meeting.

#### **BY-LAWS.**

**SECTION 1.** The annual meeting of the League shall be held at such time and place, in each year, as the Council may determine.

**SEC. 2.** At least three meetings of the Council shall be held in each year, one of which shall be as soon after the annual meeting of the League as may be practicable, and the others at such times and places as may be fixed by its Chairman. Special meetings may be called at any time by its Chairman or by the President of the League, and shall be called by the Secretary upon the written request of any five members.

**SEC. 3.** The Council shall elect its Chairman, its Vice-Chairman and the Secretary, Treasurer, Assistant Treasurer and Assistant Secretary of the League at its meeting next succeeding each annual meeting of the League.

**SEC. 4.** At each meeting of the Council it shall be the duty of the Treasurer to make a statement of the amount of money in the treasury, and of the place of its deposit, and at the annual meeting of the League he shall state the sources of all moneys received, and set forth in detail all expenditures made during the year.

**SEC. 5.** The order of business at each meeting of the Council shall be:

1. The reading and correction of the minutes of the last meeting. And thereafter, unless otherwise ordered, as follows:
2. The admission of new Associations.
3. Statement of the Treasurer.
4. Report from the office of the Secretary.
5. Report from the Executive Committee.
6. Reports of Standing Committees.
7. Reports of Special Committees.
8. Miscellaneous business.

**SEC. 6.** There shall be the following Standing Committees to be annually appointed as the Council shall direct:

- (1) A Committee on Finance, to consist of not less than nine members.

(2) A Committee on Publication, to consist of at least three members; and, *ex-officio*, the Secretary and the President of the League.

(3) A Committee on Law, to consist of at least four members, and, *ex-officio*, the Chairman of the Council.

(4) A Committee in charge of the publication of Good Government and such occasional literature as it may be deemed expedient to circulate, to consist of at least three members and the Chairman of the Council and the Secretary *ex-officio*.

These Committees shall discharge the duties appropriate to their respective titles; vacancies occurring in any one of them may be filled by the Chairman of the Council.

SEC. 7. The following Special Committees shall be appointed as the Council shall direct, and discharged at the conclusion of the annual meeting of the League, next following:

(1) A Committee on Nominations, to consist of six members and, *ex-officio*, the Chairman of the Council.

(2) A Committee on Resolutions, to consist of six members and, *ex-officio*, the President of the League.

These two Committees shall submit their reports at a meeting of the Council immediately preceding the annual meeting of the League.

(3) A Committee on Report and Programme, to consist of two members, and *ex-officio*, the President of the League, the Chairman of the Council and the Secretary; a part of whose duty it shall be to prepare, for consideration by the Council, the draft of the annual report required by Article VI of the Constitution.

SEC. 8. These By-Laws may be amended at any meeting of the Council by a unanimous vote of the members present, or by the vote of a majority of such members, provided that, in the latter event, notice of the contemplated amendment shall have been given in the call of the meeting.











